



# PLANNING POLICY AND LOCAL PLAN COMMITTEE

AGENDA

|               |  |
|---------------|--|
| <b>DATE:</b>  | <b>Monday, 10 February 2025</b>                          |
| <b>TIME:</b>  | <b>6.00 pm</b>   |
| <b>VENUE:</b> | <b>Town Hall, Station Road, Clacton-on-Sea, CO15 1SE</b> |

**MEMBERSHIP:**

**Councillor Guglielmi (Chairman)**  
**Councillor Bray**  
**Councillor Chapman BEM**  
**Councillor M Cossens**  
**Councillor Fairley**

**Councillor Fowler**  
**Councillor Newton**  
**Councillor Scott**  
**Councillor M Stephenson**

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DATE OF PUBLICATION: Wednesday, 29 January 2025

## AGENDA

### 1 **Election of a Vice-Chairman of the Committee**

Following Councillor Bush's replacement as a member of the Committee by Councillor M Stephenson, the Committee is requested to elect a new Vice-Chairman of the Committee who will serve in that office for the remainder of the 2024/2025 Municipal Year.

### 2 **Apologies for Absence and Substitutions**

The Committee is asked to note any apologies for absence and substitutions received from Members.

### 3 **Minutes of the Last Meeting (Pages 7 - 14)**

To confirm and sign as a correct record, the minutes of the meeting of the Committee, held on 16 September 2024.

### 4 **Declarations of Interest**

Councillors are invited to declare any Disclosable Pecuniary Interests, Other Registerable Interests of Non-Registerable Interests, and the nature of it, in relation to any item on the agenda.

### 5 **Questions on Notice pursuant to Council Procedure Rule 38**

Subject to providing two working days' notice, a Member of the Committee may ask the Chairman of the Committee a question on any matter in relation to which the Council has powers or duties which affect the Tendring District **and** which falls within the terms of reference of the Committee.

### 6 **Public Speaking (Pages 15 - 18)**

The Council's Public Speaking Scheme for the Planning Policy & Local Plan Committee gives the opportunity for members of the public and other interested parties/stakeholders to speak to the Council's elected members on that Committee on any specific report agenda item to be considered at that public meeting.

### 7 **Report of the Director (Planning & Communities) - A.1 - Local Plan Review: Changes to National Policy and an Updated Issues and Options Consultation Document (Pages 19 - 110)**

- To update the Committee on confirmed changes to the National Planning Policy Framework (NPPF) published by the Government in December 2024, including the introduction of new mandatory housebuilding targets, and their implications for the Local Plan Review.
- To seek Members' agreement to updated versions of the 'Guiding Principles' and 'Vision & Objectives' for the Local Plan review to those previously considered by the Committee, which respond to the above changes in national planning policy.
- To present an updated version of the 'Issues and Options Consultation Document' to that previously considered by the Committee in which includes revised spatial strategy options that respond to the significant increase in the amount of land required to meet the Government's new mandatory housebuilding target.
- To seek Members' agreement to proceed with formal public consultation on the updated Issues and Options Consultation Document.

**8 Report of the Director (Planning and Communities) - A.2 - Local Development Scheme and Evidence Base Update (Pages 111 - 144)**

- To seek the Planning Policy & Local Plan Committee's agreement to publish a new 'Local Development Scheme' (LDS), updating the proposed timetable for preparing Planning documents including the Local Plan Review and the Development Plan Document (DPD) for the Tendring Colchester Borders Garden Community (TCBGC).
- To provide the Planning Policy and Local Plan Committee with an update on current progress in respect of the evidence base that will inform the review of the Local Plan.

**9 Report of the Director (Planning and Communities) - A.3 - Authority Monitoring Report 2023 - 24 (Pages 145 - 186)**

To report to the Planning Policy and Local Plan Committee the findings of the Authority Monitoring Report (AMR), which monitors the key indicators set out in the adopted Local Plan.

### **Date of the Next Scheduled Meeting**

*The next scheduled meeting of the Planning Policy and Local Plan Committee is to be held in the Town Hall, Station Road, Clacton-on-Sea, CO15 1SE at 6.00 pm on Tuesday, 8 April 2025.*

## **Information for Visitors**

### **FIRE EVACUATION PROCEDURE**

There is no alarm test scheduled for this meeting. In the event of an alarm sounding, please calmly make your way out of any of the fire exits in the room and follow the exit signs out of the building.

Please heed the instructions given by any member of staff and they will assist you in leaving the building and direct you to the assembly point.

Please do not re-enter the building until you are advised it is safe to do so by the relevant member of staff.

Your calmness and assistance is greatly appreciated.

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**MINUTES OF THE MEETING OF THE PLANNING POLICY AND LOCAL PLAN COMMITTEE,  
HELD ON MONDAY, 16TH SEPTEMBER, 2024 AT 6.00 PM  
IN THE COMMITTEE ROOM AT THE TOWN HALL, STATION ROAD, CLACTON-ON-SEA, CO15 1SE**

|                            |  |
|----------------------------|--|
| <b>Present:</b>            | Councillors Guglielmi (Chairman), Bray, Chapman BEM, M Cossens, Fairley, Newton and Scott  |
| <b>Also Present:</b>       | Councillors Baker (Portfolio Holder for Housing & Planning) and Everett  |
| <b>In Attendance:</b>      | Gary Guiver (Director (Planning)), Lisa Hastings (Assistant Director (Governance) & Monitoring Officer), Ian Ford (Committee Services Manager), Paul Woods (Planning Policy Team Leader) and Keith Durran (Committee Services Officer) |
| <b>Also in Attendance:</b> | Will Fuller (Senior Planning Policy Officer) and James Dwan (Communications Officer)   |

**55. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

Apologies for absence were submitted on behalf of Councillors Bush and Fowler (with no substitutions).

**56. MINUTES OF THE LAST MEETING**

It was moved by Councillor Bray, seconded by Councillor M Cossens and:-

**RESOLVED** that the Minutes of the last meeting of the Committee, held on Tuesday 23 July 2024, be approved as a correct record and be signed by the Chairman.

**57. DECLARATIONS OF INTEREST**

In relation to agenda item 6, report A.1 (Local Plan Review: Implications of the Government's proposed changes to the National Planning Policy Framework and introduction of Mandatory Housebuilding Targets, Councillor Fairley declared that she could be considered to have a Non-Registerable Interest insofar as family members owned land at Horsley Cross which was part of the A120 corridor. Having taken advice from the Monitoring Officer, Councillor Fairley stated that she would remain in the meeting and take part in the consideration of that item.

The Monitoring Officer confirmed to the meeting that she had given advice to Councillor Fairley and confirmed the substance of Councillor Fairley's declaration.

**58. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 38**

No questions on notice pursuant to Council Procedure Rule 38 had been submitted on this occasion.

**59. PUBLIC SPEAKING**

Pursuant to the provisions of the Council's public speaking scheme for the Planning Policy & Local Plan Committee, no member of the public had registered to ask at this meeting a question or to make a statement on the two Officer reports.

**60. REPORT OF THE DIRECTOR (PLANNING) - A.1 - LOCAL PLAN REVIEW: IMPLICATIONS OF THE GOVERNMENT'S PROPOSED CHANGES TO THE NATIONAL PLANNING POLICY FRAMEWORK AND INTRODUCTION OF MANDATORY HOUSEBUILDING TARGETS**

Earlier on in the meeting, as recorded under Minute 57 above, and in relation to this item, Councillor Fairley had declared that she could be considered to have a Non-Registerable Interest insofar as family members owned land at Horsley Cross which was part of the A120 corridor. Having taken advice from the Monitoring Officer, Councillor Fairley had stated that she would remain in the meeting and take part in the consideration of this item.

The Committee considered a report of the Director (Planning) (A.1), which set out the main implications of the new Government's proposed changes to the National Planning Policy Framework (NPPF), including the introduction of mandatory housebuilding targets, on the current review of the Tendring District Local Plan. The report also sought the Committee's agreement for the postponement of public consultation on the Issues & Options document pending the outcome of the Government's current NPPF consultation.

Members were aware that, up until now, the Council had been preparing to carry out the five-year review of its Local Plan following a work programme and a set of overarching guiding principles, vision, objectives and spatial strategy options that had been agreed by the Planning Policy and Local Plan Committee in its meetings from December 2023 through to July 2024 – with the intention of carrying out public consultation on the agreed Issues & Options document in September/October 2024.

However, the UK General Election on 4 July 2024 had resulted in a change of Government and on 30 July 2024 the new Deputy Prime Minister had launched an eight-week consultation on reforms to the National Planning Policy Framework (NPPF) – the policies within which Councils were expected to follow both for the purposes of Local Plan preparation and planning decisions – and other changes to the planning system. The detail of that NPPF consultation and the Council's possible response were the subject of a separate report on the Committee's agenda.

The Committee was informed that the most significant of the Government's proposed changes was the introduction of mandatory (as opposed to advisory) housebuilding targets generated using a revised version of the 'standard method' for calculating local housing need. If the new Government pushed ahead with its proposed changes, Tendring's housebuilding target would increase from 550 homes a year from the current Local Plan to 1,043 homes a year from 2026. This would have significant implications for this District, the review of the Tendring Local Plan, and all the work that had been carried out by the Planning Policy and Local Plan Committee and the Council's Officers to date.

The main implications were summarised as follows:-



### Housebuilding requirements:

An increase in the annual housing requirement from 550 to 1,043 homes a year was substantially above the increase to 770 that had been anticipated and reported previously. This increase would require the Council to plan for 7,000-8,000 additional homes up to 2041 over and above the 9,600 already in the pipeline (expected on sites allocated in the current Local Plan, sites already under construction, and sites with planning permission). This was double the amount of housing the Council had, up until now, been preparing to plan for through the Local Plan review.

### Spatial strategy options:

The six spatial strategy options agreed by the Committee for the purposes of public consultation had set out alternative ways of delivering 3,000-4,000 extra homes in Tendring up to 2041. With the requirement now potentially doubling to 7,000-8,000 homes, those spatial strategy options did not align with current Government thinking and there was consequently no benefit in proceeding to public consultation with those options. Initial analysis by Officers suggested that the sheer scale of the proposed increase in housebuilding targets would limit the number of practical alternatives that were realistically capable of delivering the numbers entailed – with all sensible permutations affecting most communities in some way. It was highly likely that options going forward would entail significant growth in, and around, the Harwich area, potentially two or more new Garden Villages in strategically important locations and proportionate levels of additional housing for other existing towns and villages.

### Vision and objectives:

The updated vision and objectives for the future of Tendring, previously agreed by the Committee for the purposes of public consultation, had been based on an assumption that the general thrust of the approach taken in the current adopted Local Plan to 2033 would be broadly similar for an updated Local Plan covering the extended period to 2041 – save for focussed changes needed to reflect any change in the strategy for growth for the longer-term. The significant increase in housebuilding that might now be required under the Government's proposed changes would likely require a radically different approach to growth, so the vision and objectives for the Local Plan to 2041 would most likely need updating to reflect this.

### Overarching guiding principles:

It was believed that most of the overarching guiding principles agreed by the Committee at the beginning of the Local Plan review process would be unaffected by the Government's proposed changes – including the intention to continue protecting Strategic Green Gaps and not expanding either Clacton or the Tendring Colchester Borders Garden Community beyond the significant levels of growth already planned through the current Local Plan. However, the principles relating to time frames and housebuilding targets would likely need revisiting once the Government had confirmed its approach following the close of the NPPF consultation.

### Evidence base:

It was pointed out that a number of the evidence-base studies required to inform the review of the Local Plan were, at the time of the Government's announcements on 30

July 2024, already commissioned and under way. Those included a Strategic Housing Market Assessment (SHMA) and a Strategic Employment Land Study for which assumptions about the total amount of housing planned were critical to the likely outputs. Officers were engaging with the relevant consultants of all studies currently under preparation to determine the implications of the Government's proposed changes and to pause, as necessary, any work pending the outcome of the Government's consultation.

Timetable and work programme:

Because the Council was only in the early stages of the Local Plan review, it would be expected to apply the Government's new requirements as and when they were confirmed – including any increased mandatory housebuilding targets. The overall Local Plan timetable and work programme already agreed by the Committee as part of the Local Development Scheme (LDS) would therefore need to be revisited and adjusted. Consultation on Issues & Options could only sensibly take place once any Government changes to the NPPF had been finalised, the full implications had been taken on board and the documentation revised as necessary. Importantly, it was no longer considered likely that the Council would be in a position to fully adopt an updated Local Plan before January 2026 (five years from adoption of the current Section 1 Local Plan). However, it might be possible to reach the stage of submission to the Secretary of State by that time – enabling the Council to at least give some weight to the emerging Plan for the purposes of determining planning applications.

Five-year housing land supply:

The Government's proposed changes included the re-introduction of the requirement to identify, on an annual basis, a supply of deliverable housing sites sufficient to deliver five-years' worth of housing against the required target (incorporating a contingency buffer), or else run the risk of unplanned and unwanted speculative housing development proposals being granted, potentially on appeal, to address any shortfall. In recent years, the Council had been able to maintain and identify a supply in excess of six years against its current target of 550 homes a year – giving the District protection against speculative development. However, if the Government's proposed mandatory housebuilding targets were brought in, the Council would find itself in a position in January 2026 where, overnight, a comfortable five-year supply under the 550 homes target could become a significant shortfall against an increased target of 1,043 homes a year. The Council would therefore have to consider increasing the supply of smaller to medium sized developments that were capable of delivering homes to boost supply in the short-term, both through the Local Plan review and, potentially, through planning decisions on individual applications over the next couple of years.

With the above in mind, Officers were therefore seeking the agreement of the Planning Policy and Local Plan Committee to postpone the consultation on Issues & Options that had been planned for September/October 2024, pending the final outcome of the Government's consultation on the proposed NPPF changes.

Members would also need to be prepared that if the Government did push ahead with its proposals, particularly in relation to housebuilding targets, the content of any future Issues & Options document and subsequent drafts of the updated Local Plan would be considerably different to what had been discussed to date.

At the meeting, the Director (Planning) gave a MS Power Point presentation that drew out the salient points of his report in respect of the negative impacts on:-

- (1) Housebuilding requirements;
- (2) Spatial Strategy Options;
- (3) Review Local Plan Vision and Objectives;
- (4) Overarching principles for the Local Plan Review;
- (5) Evidence Base;
- (6) Timetable for the Local Plan Review;
- (7) Five Year Supply of Housing Land – ‘Cliff Edge’ on 27 January 2026; and the
- (8) Wider implications for the Council and the District.

The Director (Planning) responded to Members’ questions thereon.

The Chairman (Councillor Guglielmi) requested that Mr. Guiver’s presentation be made available to all Parish/Town Councils within the District at such time as this Council was eventually able to go out to public consultation on a revised Issues and Options document. Councillor Fairley requested that the presentation be also made available to the general public if that was considered to be both advisable and practicable.

At the invitation of the Chairman, the Portfolio Holder for Housing and Planning (Councillor Baker) commented on the subject matter of this item.

Having duly taken all of the above information into account and having discussed the matter:-

It was moved by Councillor Scott, seconded by Councillor M Cossens and unanimously:-

**RESOLVED** that the Planning Policy and Local Plan Committee –

- a) notes the contents of this report which highlights the main implications of the new Government’s proposed changes to the National Planning Policy Framework (NPPF), including the introduction of mandatory housebuilding targets, on the review of the Tendring Local Plan;
- b) notes that the Council’s response to the Government’s eight-week consultation on changes to the NPPF is the subject of a separate report on the Committee’s agenda;
- c) agrees to postpone any public consultation on Issues & Options pending the outcome of the Government’s NPPF consultation, following which a consultation document including revised spatial strategy options may need to be presented to the Committee for its consideration and approval before public consultation is resumed; and
- d) notes that the Local Development Scheme (LDS) will also need to be revisited again in due course following the outcome of the NPPF consultation, in order to set out a revised programme of work for the Local Plan review going forward.

**61. REPORT OF THE DIRECTOR (PLANNING) - A.2 - GOVERNMENT CONSULTATION: PROPOSED REFORMS TO THE NATIONAL PLANNING POLICY FRAMEWORK.**

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## **AND OTHER CHANGES TO THE PLANNING SYSTEM - TENDRING DISTRICT COUNCIL'S RESPONSE**

The Committee considered a report of the Director (Planning) (A.2) which invited discussion and its agreement to Tendring District Council's formal response to the Government's consultation on proposed reforms to the National Planning Policy Framework and other changes to the planning system.

Those changes were the subject of a public consultation, running for eight weeks from 30th July – 24th September 2024. The consultation material consisted of 15 chapters of explanatory text outlining the proposed changes, and 106 focussed questions about the proposals. The full consultation document was included at Appendix 1 to the report (A.2), with the Officers' suggested response to each question included in bold text for easy identification and for Members' consideration.

The key concerns and ideas that Officers had raised throughout the suggested response included:-

- *The imposition of top-down housebuilding targets on a mandatory basis with no scope for local circumstances, constraints or exceptional circumstances to be taken into account;*
- *The significant practical implications of reintroducing the requirement to demonstrate a five-year housing land supply at the same time as dramatically increasing housing targets, which created a 'cliff-edge' scenario for the Council come January 2026 and looked realistically unachievable;*
- *The need for Government to provide financial support to Local Authorities to deliver the required infrastructure to facilitate housing development of the scale proposed;*
- *The need for financial support to deliver a greater amount of affordable and social housing as part of such a step-change in overall housing delivery; and*
- *The importance of retaining local control of large-scale infrastructure projects, rather than expanding the NSIP regime.*

Members were informed that many of the questions in the consultation related to 'Green Belt' policy, which was of no direct relevance to the District of Tendring, and it was suggested that no comments be offered in response to those matters.

The Committee commented on the following aspects of the Government's consultation and the Council's proposed response thereto:-

- (1) Ensuring that retired residents could remain close to their friends if they chose to "downsize";
- (2) Acknowledge that TDC is in the hands of others when it comes to highways and other infrastructure and that TDC should stress that in its response;
- (3) Pressing the Government further to allow Councils to build their own homes in order to deliver more housing for social rent;
- (4) Request mandatory planning requirement for new housing to provide facilities for recycling water e.g. through rainwater collection;
- (5) Request higher statutory fees for retrospective planning applications; and
- (6) Press for a 'New House Levy' to provide funds for Councils to provide the recycling facilities for those households.

The Chairman requested that the District's two Members of Parliament be briefed on this important matter and that they be urged to 'lobby' the Government on behalf of the residents of the District.

At the invitation of the Chairman, the Portfolio Holder for Housing and Planning (Councillor Baker) commented on the subject matter of this item.

Having duly taken all of the above information into account and having discussed the matter:-

It was moved by Councillor Fairley, seconded by Councillor Chapman BEM and unanimously:-

**RESOLVED** that the Planning Policy and Local Plan Committee –

- (a) notes the content of this report;
- (b) endorses the draft response to the Government consultation, as attached at Appendix 1; and
- (c) recommends to the Portfolio Holder for Housing and Planning, that the draft response, subject to the Members' comments made at this meeting, be approved and be submitted to the Ministry of Housing, Communities and Local Government before the close of the consultation on 24<sup>th</sup> September 2024.

The meeting was declared closed at 7.39 pm

**Chairman**

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# *Tendring* **District Council**



## **PUBLIC SPEAKING SCHEME – PLANNING POLICY & LOCAL PLAN COMMITTEE**

**JANUARY 2016**

### **GENERAL**

The Public Speaking Scheme (“the Scheme”) is made pursuant to Council Procedure Rule 40 and gives the opportunity for a member of the public and other interested parties/stakeholders to speak to the Council’s elected members on the Planning Policy & Local Plan Committee on any of the Officer written reports to be considered at that public meeting.

The Scheme covers both questions and statements to the Committee. Any individual wishing to speak must contact Committee Services (see details below).

### **NOTICE OF QUESTION**

If an individual wishes to ask a question, at the Planning Policy & Local Plan Committee meeting, prior notification of that question must be received. The principle is to provide the Chairman (or an Officer, if the Chairman decides appropriate) the ability to fully answer questions, which have been received in advance.

**Notice of a question is received by delivering it in writing or by email to Committee Services on [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk), by midday on Wednesday 5 February 2025.**

At the meeting, you will be given an opportunity to read out your question to the Committee and an answer will be provided. Supplementary questions are not permitted and there is no debate by the Committee at this stage.

### **STATEMENTS**

Advance notification of the content of a statement is not required, but to assist the running of the agenda, notification of wishing to speak should be given prior to the meeting. Please contact Committee Services (email [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk) or telephone 01255 686584).

## **NUMBER AND TIMING OF QUESTIONS**

At any Planning Policy & Local Plan Committee meeting an individual is limited to asking one question **or** making a statement per report. On each report, no public speaker may speak for longer than three minutes.

Consistent with the Council Procedure Rules, the time allocated for receiving and disposing of questions shall be a maximum 45 minutes. Any question not disposed of at the end of this time shall be the subject of a written response, and published with the minutes of the meeting.

## **SCOPE OF STATEMENTS OR QUESTIONS**

**Please be straightforward and concise and keep your comments to the content of the agenda item. Please be courteous and do not make personal remarks. You may wish to come to the meeting with a written statement of exactly what you wish to say or read out, having checked beforehand that it will not overrun the three minutes allowed.**

Any question or statement which is not directly related to an Officer report for that meeting of the Committee will be rejected. For questions, any rejection will be communicated in advance of the meeting by Officers, and for statements made at the meeting, this will be confirmed by the Chairman.

The Council also reserves its right to reject questions or statements if in its opinion the content is defamatory, frivolous or offensive or requires the disclosure of confidential or exempt information.

## **PLANNING POLICY & LOCAL PLAN COMMITTEE MEMBERS & POINTS OF CLARIFICATION**

No public speaker can be questioned by the Committee however, through the Chairman, relevant points of clarification arising out of the public speaking can be requested at the specific agenda item, before the debate commences. Points of clarification can be given by Officers, with the Chairman's permission.

## **WHO DO I CONTACT FOR MORE INFORMATION**

The Council's website will help you access documents (web: [www.tendringdc.gov.uk](http://www.tendringdc.gov.uk))

If you have a query with regard to public speaking, or wish to register to speak, please email [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk) or telephone 01255 686584.

If your query is in relation to the Local Plan, please contact:

Tendring District Council, Planning Services, Town Hall, Station Road, Clacton-on-Sea, Essex CO15 1SE Tel: 01255 686177 email: [planning.policy@tendringdc.gov.uk](mailto:planning.policy@tendringdc.gov.uk)



**Monitoring Officer, Tendring District Council, in consultation with Head of Planning and Chairman of the Planning Policy & Local Plan Committee**

**(Council Procedure Rule 40)**

**(January 2016)**

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## PLANNING POLICY AND LOCAL PLAN COMMITTEE

10 FEBRUARY 2025

### REPORT OF THE DIRECTOR OF PLANNING & COMMUNITY

#### **A.1 LOCAL PLAN REVIEW: CHANGES TO NATIONAL POLICY AND AN UPDATED ISSUES AND OPTIONS CONSULTATION DOCUMENT**

(Report prepared by Paul Woods and Gary Guiver)

#### **PART 1 – KEY INFORMATION**

##### **PURPOSE OF THE REPORT**

- To update the Committee on confirmed changes to the National Planning Policy Framework (NPPF) published by the Government in December 2024, including the introduction of new mandatory housebuilding targets, and their implications for the Local Plan Review.
- To seek Members' agreement to updated versions of the 'Guiding Principles' and 'Vision & Objectives' for the Local Plan review to those previously considered by the Committee, which respond to the above changes in national planning policy.
- To present an updated version of the 'Issues and Options Consultation Document' to that previously considered by the Committee in which includes revised spatial strategy options that respond to the significant increase in the amount of land required to meet the Government's new mandatory housebuilding target.
- To seek Members' agreement to proceed with formal public consultation on the updated Issues and Options Consultation Document.

##### **EXECUTIVE SUMMARY**

Throughout the first 9 months of 2024, the Council had been carrying out the early stages of the mandatory five-yearly review of its Local Plan, following a work programme and guiding principles that had been agreed by the Planning Policy and Local Plan Committee at its meeting in December 2023. This work involved undertaking a 'Call for Sites' consultation, preparing an updated Vision and set of Objectives for the updated Local Plan, developing strategy options for future growth within the District, and preparing an 'Issues and Options' Document for public consultation – all of which were agreed by the Committee at meetings held between December 2023 and July 2024.

The formal public consultation on Issues and Options, which was intended to take place in May and June 2024, was delayed due to the calling of the General Election and the need to respect restrictions during the pre-election period. It had been intended to move the consultation to September/October 2024 however following the General Election and the resulting change in Government, the new Deputy Prime Minister on 30 July 2024 launched an eight-week consultation on reforms to the National Planning Policy Framework (NPPF) and other changes to the planning system. The proposals that formed part of the consultation, including proposals to impose mandatory

housebuilding targets on Councils, were clearly going to impact significantly on the work carried out on the Local Plan Review to date and, if carried forward, would mean that the six spatial strategy options set out in the previously agreed Issues and Options Consultation Document would be out of date and out of step with Government policy. The details of the Government's draft proposals were reported to the Committee in September 2024, and a response to the consultation was agreed by members of the Committee and submitted later that month. The Committee also agreed to postpone the Issues and Options Consultation, until there was greater clarity from the Government as to what requirements the Local Plan would be expected to meet.

On 12 December 2024, the Government published the finalised version of the updated NPPF – within which the most significant change is the requirement for the Council to use the revised 'Standard Method' calculation to calculate its mandatory housebuilding target for the Local Plan review. As a result of this change, Tendring's housebuilding target will increase from 550 homes a year from the adopted Local Plan to **1,034 homes a year** from January 2026 (the 5<sup>th</sup> anniversary of the adoption of the Local Plan).

This significant change in national policy means that much of the work carried out by the Planning Policy and Local Plan Committee and Officers throughout 2024 needs to be revisited. The main implications are summarised below:

- **Housebuilding requirements:** The confirmed housing requirement of 1,034 homes a year is significantly higher than the 770 homes a year (based on the previous Standard Method) that had been anticipated for the updated Local Plan previously. The new requirement means the Council has to plan for 7,000-8,000 new homes up to 2041, over and above the 9,600 already in the pipeline (expected on sites allocated in the adopted Local Plan, sites already under construction, and sites with planning permission). This is double the amount of housing the Council had, up until now, been preparing to plan for through the Local Plan review.
- **Spatial Strategy Options:** The six spatial strategy options considered and agreed by the Committee for public consultation in 2024 set out alternative ways of delivering 3,000-4,000 extra homes in Tendring up to 2041. With the residual requirement now doubling to 7,000-8,000 homes, those spatial strategies do not align with national policy. Meeting a housing target of that scale will be extremely challenging in Tendring, and the potential alternative approaches for accommodating that level of growth in a realistic manner are limited, to a large extent, by the District's geography and infrastructure. Officers have therefore revisited the options and have identified four new alternatives - each with fundamental similarities, but which are now recommended for public consultation as part of the new Issues and Options Document.
- **Vision and Objectives:** Due to the sheer scale of the housing target that the updated Local Plan will now need to address, any spatial strategy option will likely require a significant departure from approach to growth taken in the current adopted Local Plan. All options are likely to require the establishment of one or more strategically located garden villages within

the district. So, to ensure the vision and objectives of the Local Plan reflect this likely eventuality, an addition to the draft Vision is proposed in the main body of this report – which, if supported by the Committee, will be included as part of the new Issues and Options Consultation Document.

- **Guiding Principles:** Most of the guiding principles for the Local Plan review agreed by the Committee in December 2023 are still relevant going forward. This is because despite the higher housing target, the overall approach to reviewing and updating the Local Plan does not need to change. However, some focussed revisions are proposed in this report – to reflect the change in the timeline for the review, and the fact that the approach and options for growth will need to change in light of new national policy. These changes are set out in a table in the main body of this report and are recommended for inclusion in the revised Issues and Options Consultation Document.
- **Timetable and work programme:** Due to the delay in conducting the Issues and Options Consultation and the additional work required to address the significantly increased housing requirement, it will no longer be possible to submit the Local Plan for examination by July 2025 as originally hoped. The Government has however acknowledged that many Councils will be in a similar position and have therefore extended the deadline for submitting Plans for examination under the current system (rather than waiting for the New-Style Local Plan system). The updated programme for reviewing the Local Plan now aims for submission in early 2026 – as close to the five-year anniversary of the current Local Plan as possible. An overview of the programme is set out in the body of the report and is reflected in an updated Local Development Scheme (LDS) to be considered by the Committee separately.

Emerging proposals around Devolution and Local Government Reorganisation do not affect the Council's existing duties to review and update the Local Plan. Government officials have advised Councils to continue with work on their individual Local Plan reviews to ensure coverage of up-to-date Local Plans across the country remains. Whilst the Government is expected to release more details in the coming year of how plan-making is expected to work across newly formed combined strategic authorities and constituent unitary authorities in the future, the work carried out on District's current and emerging Local Plans will be valuable in informing and feeding into new-style Strategic and Local Plans in the future.

Councils are however being encouraged to align timetables and evidence-base production with neighbouring authorities as best as they can in the run up to future reorganisation and efforts are being made to achieve alignment with Colchester and Braintree who are already proceeding on similar timetables, having already worked together with Tendring previously on the jointly prepared Section 1 Local Plans adopted in 2021.

It is therefore recommended that the Council pushes ahead with the Local Plan review now that there is clarity on housebuilding targets and an updated version of the Issues and Options document is

presented in its entirety at Appendix 1, with a detailed explanation of the proposed changes since the May 2024 version set out in Part 3 of this report.

## **RECOMMENDATION**

**That the Planning Policy and Local Plan Committee:**

- a) notes the contents of this report;
- b) considers the recommended revisions to the previously agreed Guiding Principles, Vision & Objectives, and Spatial Strategy Options, and agrees their inclusion within the updated Issues and Options Consultation Document;
- c) agrees that the Tendring District Local Plan Review: Issues and Options Consultation Document, as set out at Appendix 1, with any changes requested by the Committee, be published for public consultation in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 and in accordance with the consultation arrangements set out in this report;
- d) agrees that delegated authority be given to the Director of Planning and Community, in consultation with the Chairman of the Planning Policy and Local Plan Committee and the Portfolio Holder responsible for Housing and Planning, to make specific changes to the aforementioned consultation document both in response to the Committee's requests, and to address or correct any minor factual, typographical or other errors that might be discovered prior to its publication for consultation; and
- e) agrees that delegated authority be given to the Director of Planning and Community, in consultation with the Chairman of the Planning Policy and Local Plan Committee and the Portfolio Holder responsible for Housing and Planning, to agree any specific arrangements in respect of the consultation exercise including dates, publicity and events.

## **PART 2 – IMPLICATIONS OF THE DECISION**

### **DELIVERING PRIORITIES**

Ensuring the District has an up-to-date Local Plan is a high priority for the Council and the review of the Local Plan is identified as a priority within the Corporate Plan (Our Vision) 2024-2028. It is also the goal of government for local planning authorities to deliver sustainable development and coordinated provision of housing, jobs and infrastructure whilst best protecting and enhancing the natural and built environment.

There is a requirement to review and update Local Plans every five years. In its meetings since 20 December 2023, the Planning Policy and Local Plan Committee has already considered and agreed:

- a set of overarching guiding principles;
- the carrying out of a 'call for sites' exercise;
- a revised vision and objectives statement for consultation;
- six high-level spatial strategy options for consultation;
- an Issues & Options Consultation Document;
- revisions to the Local Development Scheme (LDS) setting out the overarching work programme and timetable; and,
- the baseline housing position at April 2024 for the purposes of the Local Plan review.

As explained in this report, the change of government in July 2024 and its subsequent changes to the National Planning Policy Framework (NPPF) have required the above work to be reviewed and updated. Despite this, the review of the Local Plan remains a statutory duty and a high priority for the Council, but the timescales for achieving it will need to be revised, and resources and risks (set out below) re-evaluated.

## **RESOURCES AND RISK**

The overall review and update of the Local Plan will, as it has been to date, be managed by the Council's Planning Team utilising funds from the agreed Local Plan budget. The work on the Local Plan considered by the Planning Policy and Local Plan Committee up until now has been carried out mainly by Officers in-house; however, parts of the evidence base are being carried out by external specialist consultants with key elements of this work already under way. With the Government confirming significant changes to housebuilding targets and making them mandatory, the scope of certain studies are being revisited to ensure they reflect the up-to-date position, and Officers are in discussions with relevant consultants in that regard. There could be some additional costs associated with the additional work required which have the potential to be met within existing budgets, and that will need to be re-evaluated and kept closely under review.

The doubling of Tendring's housebuilding requirement for the period to 2041 will involve assessing more sites and locations for development and testing the impacts on infrastructure and the environment across more parts of the District. It is also highly likely that, with more sites identified for development across a wider range of locations across Tendring, there will be significantly more public interest and objections to development proposals within our communities than would have likely been the case before. This could have implications for staff resources within the Planning team required to complete the necessary stages of the plan-making process and will be kept closely under review as the process progresses. Any objections however would ultimately need to demonstrate that the plan would fail the tests of soundness in the NPPF for them to convince a Planning Inspector that the Plan should not be adopted. The likelihood of more objections and/or petitions from concerned residents and communities has a resource implication as these objections need to be considered as part of the plan-making process and the associated examination – with the potential delay and lengthened timescales.

Objections made in good faith and with good intent may need to be rebutted by the Council due to the sheer scale of the growth required by the Government and the need for the Council to comply with national policy. In turn, this will place a great deal of pressure on the Council in maintaining positive communications and relationships with residents, Town & Parish Councils and other residents' groups; gaining public support for the Local Plan; maintaining a positive public reputation; managing constructive political relationships across the Council; and maintaining positive relationships with partner organisations and neighbouring authorities.

Ultimately, it will be a decision for Full Council to agree the final version of the updated Local Plan to be submitted to the Secretary of State.

When it comes to consultation on either high-level options or site-specific proposals, Officers anticipate that residents will raise a variety of concerns including (but not limited to):

- questioning the need for any additional housing or employment land growth;
- suggestions that the District is already accommodating too much development;
- risk of a mismatch between the growth in housing and growth in jobs;
- potential for homes to attract in-comers to the District rather than meeting the needs of local families;
- the likely significant loss of greenfield agricultural land to development and its impact on future food production;
- the possibility that numerous developments will erode the special character of the District and its unique appeal;
- impacts of development on the landscape, wildlife, the setting of historic buildings and the character of towns, villages and neighbourhoods;
- impacts of development on health, education and other community infrastructure;
- deficiencies in transport and utilities infrastructure with concerns about potential increases in traffic and surface water flooding;
- criticism of recent developments and their impacts; and,
- accusations of singling out certain communities for development.

Through its approach to consultation and communications, the Council will need to do its best to provide a clear explanation to residents of its duties around planning, the requirements of national planning policy, the need for a Local Plan and the consequences of either failing to properly consider alternative options or otherwise not proceeding with the Local Plan review (i.e. that the Council could be left without an up-to-date Local Plan, leaving the District vulnerable to speculative, unplanned and unwanted development proposals and an uncertain period of 'planning by appeal').

The Government's changes to the NPPF have impacted significantly on the work programme and timetable for the Local Plan review, to the extent that it is highly unlikely the Council will be in a position to fully adopt an updated Local Plan before January 2026, as had originally been intended. Officers propose that due to these delays, which were outside of the Council's control, it is now more realistic to aim for submission of the updated Local Plan for examination in the early part of 2026, rather than achieving full adoption of the Plan. This will at least enable weight to be given to the



emerging policies in decision making and will demonstrate the Council's commitment to Planning proactively for the number of homes now required by the Government.

The preparation of a Local Plan is guided by legislation and regulations, which inform various stages of work and consultation that must be undertaken before the Plan can be lawfully adopted. As part of the examination process carried out by a government-appointed Planning Inspector, the Council will need to demonstrate the Local Plan's legal compliance and 'soundness' which, amongst other things will include compliance with national planning policy and any government requirements around housebuilding.

Third parties can apply for a Judicial Review if they feel the Council has acted unlawfully or have not followed the correct legal process. In order to mitigate the risk of Judicial Review, Officers in the Planning team will work closely with colleagues in Legal Services to ensure all relevant processes are adhered to throughout the programme of works, as well as following up-to-date advice from the Local Government Association's Planning Advisory Service (PAS).

## **LEGAL**

Planning legislation and the NPPF place Local Plans at the heart of the planning system, so it is essential that they are in place and kept up to date. The NPPF expects Local Plans to set out a vision and a framework for the future development of the area, addressing the needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 (as amended) state that applications for planning permission must be determined in accordance with the 'development plan' unless material considerations indicate otherwise. The statutory 'development plan' for Tendring includes the Tendring District Local Plan 2013-2033 and Beyond Sections 1 and 2, as well as adopted Neighbourhood Plans and the Essex Minerals and Waste Local Plans. The NPPF states that where the development plan is out of date permission should be granted for sustainable development unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits or other policies indicate otherwise. It is therefore important to ensure the Local Plan is reviewed, and updated where necessary, to ensure the development plan does not become out of date.

Section 19 of the 2004 Planning and Compulsory Purchase Act requires a local planning authority to carry out a Sustainability Appraisal of each of the proposals in a Local Plan and the consequence of reasonable alternatives, during its preparation and in addition prepare a report of the findings of the Sustainability Appraisal. More generally, section 39 of the Act requires that the authority preparing a Local Plan must do so "with the objective of contributing to the achievement of sustainable development". The purpose of a Sustainability Appraisal is to ensure that potential environmental effects are given full consideration alongside social and economic issues.

Paragraph 33 of the National Planning Policy Framework states: *“Local plans and spatial development strategies should be informed throughout their preparation by a sustainability appraisal that meets the relevant legal requirements. This should demonstrate how the plan has addressed relevant economic, social and environmental objectives (including opportunities for net gains). Significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).”* All of this work will now need to consider options in the context of significantly higher housebuilding targets if they are confirmed by the Government following NPPF consultation.

The terms of reference of the Planning Policy and Local Plan Committee includes the exercise of the Council’s functions, powers and duties in relation to the preparation of the District Council’s Local Plan, including ensuring that it meets the “tests of soundness” set out in the NPPF. When the Council does come to a final decision on the content of the updated Local Plan to be submitted to the Secretary of State, that decision will be one for Full Council.

The new Government is expected to announce further changes to planning legislation and guidance in the coming year which could include the anticipated arrangements for plan-making at both a strategy combined authority level and at unitary or district level – however, these are not expected to override current legislative and regulatory requirements around Local Plan production or impact on plans that are already progressing through the plan-making process. Advice from Government officials has been for Councils to push ahead with current Local Plan work as this will both ensure comprehensive plan coverage across the country is maintained and that evidence and work on current plans can inform the production of new-style Strategic and Local Plans when it comes to future review.

## **OTHER IMPLICATIONS**

**Area or Ward affected:** All wards – with a likelihood that most parts of the District may have to play a role in the delivery of new homes to meet the Government’s new mandatory housebuilding targets.

**Consultation/Public Engagement:** The Local Plan Review will ultimately involve the same statutory stages of Consultation and Public Engagement as the original preparation of the Local Plan. The Government has helpfully pushed back the ‘cut-off’ date for Local Plans being prepared under current plan-making regulations from July 2025 to December 2026, which allows the Council time to continue with the approach of updating rather than completely re-writing its current Local Plan from scratch.

Given the significance of the Local Plan review and the scale of development the Council is now having to plan for, Officers have already been making efforts to engage early with Town, Parish and Ward Councillors across the District – particularly in locations where emerging options for growth indicate the potential for development of significant scale. Officers have already met with a number

of affected Town and Parish Councils, and it is intended that meetings will continue both before and after the publication of the formal consultation document.

### **PART 3 – SUPPORTING INFORMATION**

#### **Background to the Local Plan Review**

Tendring's current Local Plan was adopted by Full Council in two sections - Section 1 on 26 January 2021, and Section 2 on 25 January 2022. To be effective plans need to be kept up to date. The National Planning Policy Framework (NPPF) states policies in local plans should be reviewed to assess whether they need updating at least once every 5 years and should then be updated as necessary. Under regulation 10A of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) local planning authorities must review local plans at least once every 5 years from their adoption date to ensure that policies remain relevant and effectively address the needs of the local community.

The initial anticipated timescales for reviewing the Local Plan were set out broadly in the report to the Planning Policy and Local Plan Committee in December 2023, with a more detailed timetable provided to the Committee in February 2024 as part of the Local Development Scheme. A 'call for sites' consultation was undertaken in early 2024, and around 200 site propositions were submitted to the Council for consideration as part of the Local Plan review and these are being looked at by Officers with a view to publishing more details in due course. An Issues and Options Consultation Document was presented to, considered and agreed by the Committee in May 2024, but the consultation itself was delayed due to the General Election and the new Government's proposals for reforming the NPPF and imposing new (potentially much higher) mandatory housebuilding targets. In December 2024, the Government published the new NPPF along with the updated standard method for calculating housing need, which provides the Council with certainty over the requirements that the updated Local Plan will need to satisfy.

#### **Updated Programme for Reviewing the Local Plan**

The previous programme for reviewing the Local Plan was based on the last Government's timeline for implementing Planning reform. Under that timeline, any Local Plan being prepared under the existing system (rather than the system for new style Local Plans that will be introduced in the coming years) had to be submitted by July 2025. The latest position from the Government is that Local Plans prepared under the current must now be submitted by December 2026, which is intended to allow sufficient time for Councils to ensure their Plans meet the revised housebuilding targets that were confirmed in December 2024.

However, because Tendring's Local Plan reaches five years old (five years from the adoption of Section 1) in January 2026 it is important to progress the review of the Local Plan as quickly as possible – particularly in light of the unavoidable delays mentioned above. While it may no longer be possible to have completed the full plan-review process and have adopted the updated Local Plan

by January 2026, Officers have prepared a revised programme that provides a realistic prospect of having submitted the updated Local Plan to the Secretary of State for Examination in early 2026. The NPPF sets out that weight may be given to relevant policies in emerging plans when determining planning applications, according to their stage of preparation, the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the NPPF. This means that once the Local Plan is submitted for examination, it can be given greater weight in decision-making.

In order to allow for each required stage of consultation, to allow time for documents to be considered by the Planning Policy & Local Plan Committee (and subsequently by Full Council in advance of submission), and to avoid holding consultations during the summer and Christmas holiday periods, the following milestones are proposed for the Local Plan Review and these are reflected in the revised Local Development Scheme (LDS) which is the subject of a separate report on the Committee's agenda:

|   |                    |
|---|--------------------|
| <b>Issues and Options Consultation</b>                    | Spring 2025        |
| <b>Consultation on Preferred Options draft Local Plan</b> | Summer/Autumn 2025 |
| <b>Publication of Submission Draft Local Plan</b>         | Winter 2025/26     |
| <b>Submission</b>   | Early 2026         |
| <b>Examination and main modifications</b>                 | Spring/Summer 2026 |
| <b>Adoption</b>   | Summer/Autumn 2026 |

### **Planning for Future Growth – Spatial Strategy Options Revisited**

In December 2024 the Government confirmed its ambitious target of delivering 1.5 million new homes across the country over the next five years, and in doing so set out a new standard method for calculating an area's housing need. The revised method generates housebuilding targets based mainly on existing population size with uplifts relating to affordability – a move away from the current method that is based primarily on official household projections produced by the Office for National Statistics (ONS). Most significant for Tendring is the removal of the 'cap' on housing target increases that, under current national policy and guidance, would have limited target increases to no more than 40% of existing Local Plan targets – thus limiting the increase from 550 to 770 homes a year.

The changes to national policy and the associated revisions to the standard method generate an uncapped mandatory housebuilding target for Tendring of 1,034 homes a year from 2026 (almost double the adopted housing requirement of 550 homes a year).

This figure requires the Council to identify land in the updated Local Plan to deliver an additional 7,000 to 8,000 homes up to 2041, over and above the 9,600 homes already planned for through allocations in the current adopted Local Plan (including the Tendring Colchester Borders Garden Community and the Hartley Gardens, Rouses Farm and Oakwood Park developments around Clacton) and developments either already under construction or with planning permission. This is double the amount of housing the Council had been preparing to plan for.

Whereas under previous government policy there was some scope to argue for a different figure in exceptional circumstances on the basis of unusual demographic factors, there is no such provision within the new NPPF. The only circumstances under which a Council could justify identifying land for a lower number is where there is physically insufficient land to meet the mandatory requirement; and even in those cases, there is an expectation for neighbouring authorities to work together to deliver the unmet need across a wider area.

For Tendring, whilst such a substantial increase in housing targets will raise legitimate concern about environmental impacts, infrastructure provision and practical deliverability, we are a semi-rural district with plenty of undeveloped land which could physically accommodate the levels of housing proposed without having to rely on a neighbouring authority to assist. It is therefore very unlikely that the Council could avoid having to plan for the full 1,034 homes a year.

In April 2024, the Planning Policy & Local Plan Committee agreed a set of six spatial strategy options. These options sought to identify various ways the updated Local Plan might be able to accommodate a housing requirement of 770 homes per year (based on national policy at the time), which represented an additional 3,000-4,000 new homes over the period to 2041, over and above allocations in the current Local Plan and developments already with planning permission or under construction. However, with the housing requirement doubling to around 7,000-8,000 new homes to 2041, these options are now out of step with national policy and fall substantially short of what is required.

The original six spatial options considered by the Committee in 2024 took account of the distinct geography and economic potential of the District, and are summarised as follows:

**Option 1: 'Urban Expansion'** – an approach that sought to direct all additional housing development to the District's 'urban areas', most notably Harwich & Dovercourt (reflecting the economic opportunities around Freeport status and development at Bathside Bay), with further growth also in and around Frinton, Walton & Kirby Cross; Manningtree, Lawford & Mistley; and (to a lesser extent) Brightlingsea (noting that Clacton and the proposed Tendring Colchester Borders Garden Community were already identified as locations for considerable levels of housing development in the current Local Plan that will continue to 2041 and beyond).

**Option 2: 'Hierarchy-Based Distribution'** – a proportionate spread of development across all towns and most villages across the District with larger urban areas accommodating proportionately larger increases in housing than villages, and even the smaller villages with more limited services and facilities accommodating a share of new development.

**Option 3: 'Metro Plan'** – a radically different approach that looked to direct all the additional development to land within 800m of railway stations on the branch line between Colchester and Walton – resulting in significant expansion of Alresford, Great Bentley, Thorpe le Soken

and Kirby Cross, albeit of a scale that would have to be accompanied by new schools, health and community services and facilities.

**Option 4: 'Freeport/Garden Village(s)'** – an approach that involved the establishment of one or more entirely new 'Garden Villages' of a minimum 1,500 homes that could expand to up to 5,000 homes in the long-term beyond 2041 in strategically important locations on the District's transport network; alongside major expansion of Harwich & Dovercourt. The potential locations for a new village included Frating/Great Bromley/Hare Green, Horsley Cross, Weeley and/or Thorpe le Soken but would need to achieve a scale of development that would facilitate and deliver a full range of services and facilities as well as strategic infrastructure improvements that would benefit the wider district.

**Option 5: 'Hybrid Strategy Approach'** – which drew on elements of Options 1 to 4 by seeking to focus additional housing development through a combination of urban expansion, development in and around larger villages with railway stations and the establishment of a Garden Village on one of three locations (Frating/Great Bromley/Hare Green, Horsley Cross or Weeley).

**Option 6: A120 Freeport/Tendring Central Growth and Windfall Development** – an approach that looked to prioritise growth along the A120 corridor with expansion of Harwich & Dovercourt supported through the establishment of a new Garden Village in the Frating/Great Bromley/Hare Green area and limited small-scale development opportunities elsewhere to enable development opportunities for smaller and medium sized housing developers.

The scale in the increase in housing for Tendring to 7,000-8,000 extra homes and the need for significantly more land to be identified in the Local Plan to accommodate it significantly limits the number of permutations and options that can realistically be put forward to the public for consultation – with most parts of the District likely to be affected by some form of housing development in order to achieve the numbers. While each of the above options were distinct in their approach, with a clear differentiation between each scenario, many of the areas identified for growth featured in more than one strategy option. The Harwich area, for example, would have accommodated major growth in five of the six proposed options.

In order to come anywhere close to identifying enough land to accommodate an additional 7,000 – 8,000 new homes across the District, a combination or amalgamation of the six earlier approaches will be required – drawing on the strongest elements of the rationale behind each. The process of developing revised strategies, illustrating how the conclusions were reached, is set out below.

### Harwich

In the Council's current adopted Local Plan, the Harwich area (which includes Dovercourt, Parkeston and part of Ramsey), Clacton and the Tendring Colchester Borders Garden Community are each

categorised as Strategic Urban Settlements. These are the largest settlements in the District and could logically be expected to accommodate the greatest levels of growth. The Tendring Colchester Borders Garden Community is expected to deliver 7,500 new homes, Clacton has approximately 5,000 new homes planned, whereas the Harwich area is only currently expected to deliver an additional 715 new homes over the coming years – from sites that have mostly already obtained planning permission or are already under construction.

Harwich & Dovercourt was therefore featured in all but one of the previous six options, capitalising on the town's existing infrastructure and economic potential, particularly with the Freeport status and port developments. Proposed growth in this area ranged from 300 – 2,000 new homes. However, in light of the new mandatory housebuilding target for Tendring, it is almost certain that the Harwich area will need to accommodate growth at the upper end of this range – around 2,000 new homes over and above the 715 in the existing pipeline.

This would leave land for a further 5,000 – 6,000 homes to be identified elsewhere.

#### Windfall and small site development

Development at each of the smaller towns and villages in the District was also a common feature in a number of the options – particularly Option 6 which specifically identified the opportunity to adjust settlement boundaries to allow small scale development opportunities on sites less than 1ha – which in itself is a requirement of the NPPF. Assuming a small level of growth in each village within the settlement hierarchy, with the exception of Elmstead and Ardleigh (as agreed in the guiding principles in December 2023), Officers believe that a further 500 homes could reasonably be delivered across the plan period mainly around the District's smaller villages and rural communities where smaller scales of development might be appropriate.

This would then leave land for a further 4,500 – 5,500 homes still to be identified.

#### Smaller Urban Settlements

Frinton & Walton; Manningtree, Lawford & Mistley; and Brightlingsea are identified as Smaller Urban Settlements in the adopted Local Plan. Moderate levels of growth were proposed for these areas in three of the six previous options, with settlements experiencing a level of development proportionate to their existing size and character. Assuming a moderate level of growth in each of these areas, taking into account the availability of land and the number of homes already planned in each settlement, Officers consider that a further 1,000 homes (approximately) might be achievable through developments in and around the Smaller Urban Settlements.

This would then leave a residual requirement for land to deliver a further 3,500 – 4,500 homes.

#### Large Villages with Railway Stations

Option 3 was considered a radically different approach to the others as it sought to direct all additional housing development to land within 800m of railways stations on the branch line between Colchester and Walton. Acknowledging that different levels of growth might be possible in each of these villages, it is considered that a reasonable and achievable level of development would be 1,500 homes across those locations.

This then leaves a residual land requirement to deliver the remaining 2,000 – 3,000 homes to be identified.

### Garden Villages

Option 4 introduced the idea of establishing additional Garden Villages – potentially one or two new strategically located and comprehensively planned villages each delivering up to 2,000 homes before 2041 and potentially growing to around 5,000 homes in total by the 2050s. These garden villages would be planned from the outset to deliver new jobs, shops, services and facilities along with infrastructure that could benefit the wider District as a whole. Due to the time required to plan for developments of this scale and sensible estimates of likely housing delivery, it is considered that potentially at least two of these garden villages would be required to meet the remaining shortfall and achieve the Government’s mandatory housebuilding target for Tendring.

### Developing Options

This high-level analysis shows just how challenging it will be to meet a housing target of 1,034 homes a year and find land for an additional 7,000-8,000 homes up to 2041. It is likely that most parts of the District will need to accommodate some of the necessary growth in one form or another, whether that be major expansion of existing towns, proportionate expansion of certain villages or the establishment of new garden villages.

Based on the analysis above, Officers have developed a revised set of four spatial strategy options – which combine the strongest elements of the original six options and present four scenarios for how the updated Local Plan might be able to accommodate an additional 7,000 – 8,000 new homes up to 2041.

### Potential scales of development

As part of the ‘call for sites’ exercise carried out in early 2024, which invited suggestions for sites that could be assessed as options for inclusion in the Local Plan for either housing, employment, mixed-use development or other uses, Officers included a categorisation of potential housing/mixed-use developments from ‘Small’ through to ‘Strategic/Mixed-Use – Long Term’ as follows:

- Small – 1-29 homes
- Medium 30-99 homes
- Large 100-299 homes



- Strategic/Mixed-Use – Short-Term (5-10 years): 300-799 homes (likely to include school/community facilities)
- Strategic/Mixed-Use – Medium-Term (10-20years): 800-1,999 homes (likely to include school, community facilities and employment/commercial uses)
- Strategic/Mixed-Use – Long-Term (20+ years): 2000+ homes (likely to include schools, community facilities, employment/commercial uses and major transport infrastructure).

These categories were developed, not only to assist landowners, developers and others in thinking about potential scales of development and associated infrastructure requirements, but also to help work up some broad working assumptions to inform the process of generating high-level spatial strategy options i.e. by understanding the different scales of development that might be reasonable for consideration in different locations in the District. The potential levels of housing and mixed-use development in different locations suggested as part of each of the following options has been developed having regard to the above categories and thresholds.

### **Option A – A120 and Railway Focus**

In addition to significant growth at Harwich, and smaller scale development around villages across the District, this option proposes the establishment of two new garden villages of between 1,500 and 5,000 homes – one in the Frating/Great Bromley/Hare Green area and one at Horsely Cross, as part of an A120-focussed growth strategy delivering road connectivity improvements. Medium levels of growth are also proposed at the larger villages with a railway station, and similar levels at Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea.

#### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of two strategically located garden villages, at Frating/Great Bromley/Hare Green and Horsley Cross, delivering up to 1,500 homes each up to 2041, and potentially expanding to 5,000 homes in total by the 2050s.
- Around 1,500 new homes spread between the larger villages with railway stations.
- Medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) to accommodate (between them) around 1,000 new homes.
- 500 new homes to be delivered through smaller developments in and around other villages in the District.

## **Option B – Central Triangle of Garden Villages**

In addition to significant growth around Harwich, and smaller scale development around villages across the District, this option (like Option A) proposes two new garden villages – one at Frating/Great Bromley/Hare Green and one at Horsley Cross, as part of an A120-focussed growth strategy delivering road connectivity improvements. A further new garden village achieved through expansion at Weeley is proposed, benefitting from the village's central location in the District, with good rail and road connections, and delivering development of a scale (around 1,500 homes) that will secure new facilities the appropriate infrastructure improvements to ensure the needs of existing and future residents can be met. Villages on the Clacton railway line will experience a level of growth proportionate to their existing size, while medium levels of growth are also proposed at Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea.

### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of two strategically located garden villages, at Frating/Great Bromley/Hare Green and Horsley Cross, delivering up to 1,500 homes each up to 2041, and potentially expanding to 5,000 homes in total by the 2050s.
- A third garden village at Weeley, delivering around 1,500 new homes through strategic expansion with good access to the rail and road networks.
- Medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) to accommodate (between them) around 1,000 new homes.
- Proportionate levels of growth at medium-sized and smaller villages across the District.
- 500 new homes to be delivered through smaller developments in and around other villages in the District.

## **Option C – A133/B1033 Garden Villages**

In addition to significant growth around Harwich, and smaller scale development around villages across the District, this option proposes three new garden villages – one at Frating/Great Bromley/Hare Green (as per Options A and B), one at Weeley, and one at Thorpe-le-Soken, as part of an A133/B1033 focussed strategy, delivering improvements to the capacity of the A133 and a possible bypass around Thorpe. Other large villages with railway stations would experience a level of growth proportionate to their existing size, while medium levels of growth are also proposed at Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea.

### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of three garden villages, at Frating/Great Bromley/Hare Green, Weeley, and Thorpe-le-Soken, delivering significant levels of housing alongside key improvements to the transport network.
- Medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) to accommodate (between them) around 1,000 new homes.
- Proportionate levels of growth at medium-sized and smaller villages across the District.
- 500 new homes to be delivered through smaller developments in and around other villages in the District.

### **Option D – Four Garden Villages**

In addition to significant growth around Harwich, and smaller scale development around villages across the District, this option proposes four new garden villages – one at Horsley Cross, one at Frating/Great Bromley/Hare Green, one at Weeley, and one at Thorpe-le-Soken. This option combines the strategy from the previous options, promoting growth on the A120 corridor towards Harwich, and the A133/B1033 corridor towards Clacton, Frinton and Walton. Other large villages with railway stations and the medium towns of Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea will experience moderate levels of growth.

### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of four garden villages, at Horsley Cross, Frating/Great Bromley/Hare Green, Weeley, and Thorpe-le-Soken, delivering significant levels of housing alongside key improvements to the transport network and maximising the growth potential along two key transport corridors.
- Lower levels of growth in medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) compared to the other options.
- 500 new homes to be delivered through smaller developments in and around other villages in the District.

## Consultation

Officers propose that these four options be presented within the new Issues and Options Consultation Document, in place of the previous six options. The rationale behind the approach, and advantages and disadvantages of each option, have been updated and can be read in full in chapter 4 of Appendix 1. After each option, respondents to the consultation will be asked whether they can identify any further advantages or disadvantages in relation to that option, and at the end of the section there is an opportunity to propose any additional alternative options for accommodating the scale of housing required that could be considered.

## **Issues and Options Consultation Document**

Following the publication of the new NPPF in December 2024, a number of further consequential changes are required to the Issues and Options Consultation Document that was previously approved by the Committee at its meeting in May 2024, beyond the revised spatial strategy options already discussed.

## Introduction

In order to reflect the updated timeline for reviewing the Local Plan, paragraph 1.2 has been amended to indicate that the Plan is expected to be submitted for examination early in 2026. In paragraph 1.7, the reference to presenting next stages of consultation in 2024 has been amended to 2025. The graphic after paragraph 1.8 has also been amended to reflect the new timeline.

## Guiding Principles

On 20 December 2023, the Committee launched the review of the Local Plan – starting with agreement to a series of overarching ‘guiding principles’ that would underpin the approach to be taken. In general, Officers consider most of the agreed guiding principles to be relevant, justified and achievable – even in the context of much higher housing numbers. However, some need to be revisited to reflect changes to the NPPF.

An addition to paragraph 2.4 is proposed, to reflect the fact that changes to the principles have been necessary since the decision in December 2023.

The following table shows whether each principle requires a change, while the full set of guiding principles (including proposed changes) can be found in the Appendix. Added text is shown **underlined** and deleted text is shown **~~struck through~~**.

|         |   |
|---------|---|
| Focus   | No change.  |
| Process | The Council will update the Local Plan following the current statutory plan-making process which will include public consultation on issues and |

|                       |  |
|-----------------------|--|
|                       | <p>options, a first draft ‘preferred options’ document and a final ‘submission’ draft with the latter being submitted to the Secretary of State to be examined by a government-appointed Planning Inspector. The Council will aim to submit the updated Local Plan to the Secretary of State <b><u>early in 2026. This will enable the Council to attribute increased weight to the emerging policies, following the five-year anniversary of the adoption of the current Local Plan.</u></b> <del>before June 2025 i.e. within the ‘transition period’ before a new and potentially very different plan-making system might come into force, as has been indicated by the Government in a recent consultation proposals. The intention thereafter is to be in a position to formally adopt the updated Local Plan by January 2026 – i.e. five years from the adoption of Section 1 of the current Local Plan.</del></p> |
| Evidence              | No change.   |
| Status                | No change.   |
| Timeframe             | No change.   |
| Format                | No change.   |
| The Garden Community  | No change.   |
| Strategic Policies    | No change.   |
| Vision and Objectives | <p>The vision and objectives within Section 2 of the current Local Plan adopted in 2022 will be carried forward, <del>broadly unchanged,</del> into the updated Local Plan to apply to the extended period to 2041. They will however be amended selectively and as necessary to reflect changes in national policy; updated evidence; <del>and</del> the potential opportunities arising from Freeport status, particularly in relation to Harwich, Bathside Bay and the A120 corridor; <b><u>and any implications of the new spatial strategy to accommodate the ambitious housebuilding target set through the new methodology in government planning policy.</u></b></p>   |

|  |   |
|--|---|
| Settlement Hierarchy                           | <p>The ‘Settlement Hierarchy’ forming part of the overall spatial strategy for the Local Plan (Policy SPL1) is likely to be carried forward, broadly unchanged, from the existing into the updated Plan, if possible. <b><u>Revisions to the Settlement Hierarchy may be required to reflect any spatial strategy involving the creation of new ‘garden villages’.</u></b> The current settlement hierarchy promotes a sustainable pattern of growth that sees:</p> <ul style="list-style-type: none"> <li>- Clacton, Harwich/Dovercourt and the Tendring Colchester Borders Garden Community as the main focus for growth;</li> <li>- the ‘smaller urban settlements’ of Frinton/Walton/Kirby Cross, Manningtree/Lawford/Mistley and Brightlingsea accommodating the second largest proportion of future growth;</li> <li>- The ‘rural service centres’ of Alresford, Elmstead Market, Great Bentley, Little Clacton, St. Osyth, Thorpe le Soken and Weeley seeing modest increases in housing stock that is proportionate, achievable and sustainable; and</li> <li>- other ‘smaller rural settlements’ across the District accommodating smaller-scale development that is sympathetic to their rural and often historic character.</li> </ul> <p>If, however, it becomes apparent that it is not possible to accommodate additional future growth to 2041 following this broad approach, the Council may need to consider alternative options that categorise some settlements differently.</p> |
| Neighbourhood Plans                            | No change.  |
| Settlement Development Boundaries              | No change.  |
| High quality, beautiful and sustainable design | No change.  |
| Information requirements                       | No change.  |
| Open Space and Sports Provision                | No change.  |

|   |   |
|---|---|
| Cemeteries and Crematoriums   | No change.  |
| Housing Requirement   | No change.  |
| Options for Accommodating More Homes                                      | No change.  |
| Limited additional housing growth around Clacton and the Garden Community | Despite the higher housing requirement, it is still considered that this approach to limiting growth in locations where large-scale, long-term growth is already planned is a sound one. No change.     |
| Maintaining Strategic Green Gaps  | Maintaining the existing Strategic Green Gaps remains a priority, despite the higher housing target. No change.   |
| 10% Housing on Smaller Sites  | This requirement is retained within the new version of the NPPF, and the Council will need to identify land to accommodate at least 10% of its housing requirement on sites no larger than one hectare. |
| Community Infrastructure Levy   | No change.  |
| Housing Mix and Affordable Housing  | No change.  |
| Self-build and Custom-Built Homes   | No change.  |
| Gypsies and Travellers  | No change.  |
| Employment Land and Freeport East   | No change.  |
| Ecology and Biodiversity Net Gain   | No change.  |
| Town Centres and Retail   | No change.  |
| Holiday and Caravan Parks   | No change.  |
| Landscape Character and Impact  | No change.  |
| Climate Change  | No change.  |
| Transport Provision   | No change.  |

### Vision and Objectives

At its meeting of 27 February 2024, the Committee agreed a revised version of the Local Plan's vision and objectives for the purpose of consultation at the Issues & Options stage. At that time, it was agreed that the vision and objectives would be carried forward, broadly unchanged, in the updated Local Plan; but that they would be amended selectively and as necessary to reflect changes in national policy, updated evidence, and the potential opportunities arising from Freeport status (particularly in relation to Harwich, Bathside Bay and the A120 corridor).

In light of the new housing target of 1,034 dwellings per year, a substantially different spatial strategy for the pattern of growth in Tendring is undoubtedly going to be required, with the possibility of new Garden Villages having to be established in at least two locations. The vision and objectives for the

updated Local Plan will need to reflect this, and the following additional wording is proposed to come after the section about Harwich, Freeport East, and the A120 Corridor:

**In order to meet the needs of a growing population, one or more new strategically located and comprehensively planned Garden Villages will be developed in accordance with detailed masterplanning and site-specific planning policies.**

**Our Garden Villages will provide necessary infrastructure and services, enabling residents to meet their day to day needs locally, reducing reliance on car travel. Designed to the highest standards, these villages will embody best practices in urban design and place-making, setting a benchmark for future developments in Tendring.**

**These exemplar communities will not only provide high-quality housing but also foster a sense of community and well-being, with green spaces, recreational facilities, and community infrastructure. By integrating innovative and sustainable design, our Garden Villages will create thriving, resilient communities that enhance the quality of life for all residents.**

#### Sustainable Places

The fourth chapter of the Issues and Options Consultation Document is the one that deals most closely with housing delivery and so, in addition to the revised spatial strategy options set out below, a number of changes will be required to the body of this chapter. The proposed changes are set out in the table below and are reflected in the Appendix.

|                |   |
|----------------|---|
| Paragraph 4.3  | Amend the range of additional homes likely to be required – from 3,000-4,000 new homes to 7,000-8,000 new homes.  |
| Question 4     | Rephrase the question to ask whether Clacton, Harwich, and the Tendring Colchester Borders Garden Community should be ‘a key focus’ (rather than ‘the main focus’) for future growth, to better reflect the revised strategy options, which will likely require significant growth in other locations as garden villages. |
| Paragraph 4.15 | Amend the potential housebuilding requirement from 4,000 to 8,000 extra homes.  |
| Paragraph 4.16 | Amended the date for future consultations to 2025.  |



## Housing Supply

The sixth chapter of the Issues and Options Consultation Document is titled Living Places and discusses the policies in the Local Plan chapter of the same name. Consequential changes to the wording of this chapter are set out in the table below and are reflected in the Appendix.

|   |  |
|---|--|
| Paragraph 6.2   | <p><b><u>In light of the new Government’s ambitious target to deliver 1.5 million new homes over the next five years, and the mandatory housebuilding target for Tendring published in December 2024, the</u></b> <del>The</del> need for new housing over the extended period of the Local Plan to 2041 is yet to be established — but as explained earlier on in this document, there could be a need to plan for something in the order of 3,000 to 4,000 <b><u>likely to be in the region of 7,000 – 8,000</u></b> additional homes on top of the 10,000 that are either already planned for through the current Local Plan or are already under construction or with planning permission.</p> |
| Paragraph 6.13<br>(deleted – as these requirements have been removed from the NPPF) | <p><del>The reviewed policy will need to accord with up-to-date requirements in national policy, particularly around the tenure split of affordable housing. The NPPF currently requires 10% of all new homes on major schemes (1/3 of the Local Plan’s affordable housing requirement) to be available for ‘affordable home ownership’, and a further 25% of affordable housing units should be First Homes.</del></p>  |

## Consultation Arrangements

Subject to the agreement of the Committee, the six-week consultation for the Issues and Options document is intended to be held in March and April 2025, with the precise dates to be agreed with the Planning Portfolio Holder, and will be carried out in conformity with the Council’s Statement of Community Involvement.

The Issues and Options document will be published online on the Planning Policy consultation portal, which can be accessed through the Council’s website. Interested parties will be encouraged to submit comments directly through this portal, although alternative methods of submission such as emails or letters will also be accepted. Hard copies of the document will be deposited at a number of locations around the District for those that do not have access to the internet – specifically at Clacton Town Hall, and at each of the District’s libraries.

Various methods will be used to advertise the consultation and encourage members of the public and other interested parties to respond. These methods include:

- use of the Council's website and social media;
- letter/email to residents, businesses and interested parties that have registered on the Local Plan Consultee Database to advise that the consultation period has started;
- email to statutory consultees and other key stakeholders including town and parish councils; including where possible adding a News item to websites of town and parish councils with a link to TDC and the Planning Policy consultation portal; and,
- a press release to local newspapers.

In addition to the online consultation portal and hard copies of the Issues & Options Consultation Document, officers also propose to hold a limited number of public events in locations across the District. Although these kinds of events have become less well attended in recent years, particularly since the pandemic, they are still an important method of engaging with people – and they provide an opportunity for discussions and questions of clarification before a formal submission is made. In future consultations, when the draft Local Plan will include more definite proposals and allocations that affect specific areas or communities, there will be a need to hold more events in those particular settlements or areas of the District. At this stage, however, it is proposed to hold events in a proportionate way – focussing on the northwest (**Manningtree**), northeast (**Harwich**), southeast (**Frinton/Walton**) and southwest (**Brightlingsea**) of the District. Events will be timed to cover afternoons and evenings, ensuring the greatest number of people are able to attend if they choose to.

Not being able to attend an event will not put people at a disadvantage, as all of the consultation materials will be available online and in locations around the District, and officers will be available by phone and email should members of the public or other stakeholders have further questions. We will publicise the availability of the consultation documents widely across the District via posters/leaflets in locations, for example GP surgeries, Post Offices and Sports Centres, which will aim to impress upon the hard-to-reach groups.

### Next Steps

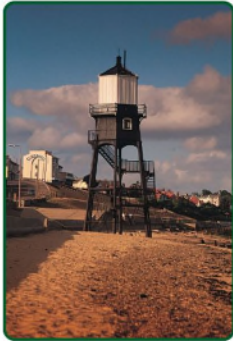
Following the close of the consultation, the Planning Policy team will collate and summarise the representations received, and these will be reported back to the Planning Policy and Local Plan Committee before any decisions are made on what should be included in the updated Local Plan. The comments will be used alongside the evidence and technical studies that are being prepared to produce the 'Preferred Options' version of the Local Plan that will be brought back to the committee later in the year for consideration, before being published for further public consultation.

|   |
|---|
| <b>APPENDICES</b>                                     |
| Appendix 1 – Issues and Options Consultation Document |

|                             |
|-----------------------------|
| <b>Background Documents</b> |
| None                        |

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# Tendring District Local Plan Review: Issues and Options Consultation Document



# 1 Introduction

## Our Local Plan

- 1.1** It is a legal requirement for councils to produce a ‘Local Plan’ for their area to guide the future planning and development and to make sure that Local Plan is kept up to date. The purpose of the Local Plan is to deliver sustainable development and the coordinated provision of housing, jobs and infrastructure whilst best protecting and enhancing the natural and built environment. As well as being the blueprint for future growth in the area, Local Plans contain the rulebook of policies that councils follow in deciding whether or not to grant planning permission for different types of new development or changing the use of land or buildings.
- 1.2** Tendring District Council already has a Local Plan which was formally adopted in two sections, by its elected councillors, in January 2021 and January 2022 respectively. However, the Government requires councils to review and update their Local Plans every five years to ensure they remain up-to-date and effective, comply with latest national policy and are adjusted accordingly to respond to changing circumstances. The Council has already started work on reviewing the Local Plan for Tendring with the aim of completing all the necessary stages of the process so that an updated Plan can be submitted to the Planning Inspectorate for Examination early in 2026. Public consultation and engagement are an essential part of the legal process of reviewing Local Plans and this **Issues and Options Document** has been prepared especially for what will be the first of at least three consultation exercises.
- 1.3** Through this Issues and Options consultation, the Council is inviting residents, businesses, community representatives, developers, landowners, and anyone else with an interest in the future of Tendring to put forward their views on what should be included in the updated Local Plan. In this document, the Council has highlighted, in as simple terms as possible, the main areas it thinks will need to be looked at again as part of the review and is inviting people to respond to a series of questions that relate to those particular areas. These areas most notably include:
- the overarching vision and objectives for the Local Plan that will shape the future of our district up to 2041 and beyond;
  - the potential location for any additional housing or commercial development (over and above that already planned for in existing current Local Plan) that might be required to meet longer-term projected needs and government requirements, particularly in the period 2033 to 2041;
  - policies aimed at delivering the right mix of new homes including family housing, specialist housing (including older people) and supported accommodation, affordable housing for people and families with lower incomes as well as opportunities for people to build their own homes;
  - the approach to delivering new and improved infrastructure across our district to support the needs of a growing population and economy, including medical and health services; schools and other education provision; transport infrastructure (including walking, cycling and public transport as well as roads); open spaces,

sports and leisure facilities; coastal defences; and utilities like drainage and sewerage;

- the policies and proposals aimed at maximising the economic potential of our district and creation of new jobs, particularly following the designation of a ‘Freeport’ around the ports of Harwich and Felixstowe (a government incentive aimed at boosting investment in the economy) and recognition of Tendring, by the Government, as an area for ‘Levelling Up’;
- the policies aimed at delivering energy-efficient homes and other buildings along with measures to reduce carbon emissions and contribute towards the global fight against climate change; and
- the policies aimed at protecting and enhancing wildlife habitats in the District, delivering and expanding upon new government requirements for ‘biodiversity net gain’.

**1.4** In December 2023, the Council’s Planning Policy and Local Plan Committee agreed to commence the review of the Local Plan in line with a focussed set of ‘overarching guiding principles’ – with a key aim of updating, amending, improving, and carrying forward as much of the Council’s current Local Plan as practical rather than re-writing it from scratch. This will maintain continuity around the approach going forward and make the most effective and efficient use of council resources and tax-payers money at a time of significant financial pressure. These overarching principles are referred to throughout this document and people are invited to comment on them in their responses to this consultation.

### Issues and Options Consultation Document

**1.5** The Issues and Options Consultation is one of the earliest stages of the review process, and is the first opportunity for residents, businesses, developers, and other interested parties to share their views with us. The main purpose of this document is to ensure the review of the Local Plan will cover the right issues and that all suitable options for accommodating change are considered.

**1.6** The questions within this document ask about changes and updates to the existing Local Plan’s policies. The adopted Local Plan can be viewed on the Council’s website: [www.tendringdc.gov.uk/locaplan](http://www.tendringdc.gov.uk/locaplan).

**1.7** Because this is such an early stage of the review process, this document does not provide specific details of potential changes to policy wording or site development proposals. These will follow further work and consideration of the responses to this consultation – and will be presented later on in 2025, when we consult the public on preferred options.

**1.8** The review of the Local Plan will follow a similar process as the preparation of the previously adopted Local Plan, including the same stages of public consultation. The timeline the Council is working towards is set out below and will be updated as the review progresses.

## Local Plan Review Timeline



**1.9** Once the updated Local Plan has been submitted to the Secretary of State, it will be examined by a government appointed Planning Inspector to determine whether it is sound and legally compliant. This examination will be held in public, and those who submit representations during public consultations will be invited to take part in hearing sessions if they wish.

### Submitting Your Comments

**1.10** This document asks specific questions about each of the key issues the Council has identified relating to the Local Plan Review. You can answer as many or as few of these focussed questions as you choose to, and at the end of the document we give you an opportunity to raise any other issues or comments you feel are relevant.

**1.11** The consultation exercise will run for six weeks (date – date 2024) and all comments must be received before the close of consultation at 5pm on date 2024.

**1.12** Please make sure that your response clearly sets out which question or subject each of your comments relate to. You must include your name and contact details, as



anonymous responses will not be accepted. Please also note that following the close of the consultation and once all comments have been processed, all responses will be made publicly available.

- 1.13** We would encourage you to submit your response via our Consultation Portal: [www.tendringdc.oc2.uk](http://www.tendringdc.oc2.uk). However, responses can also be submitted in writing to:

Planning Policy  
Tendring District Council  
Town Hall  
Station Road  
Clacton on Sea  
CO15 0SE

- 1.14** If you have any queries or problems in relation to the Local Plan Review Issues and Options Consultation, please contact the Planning Policy team by phone: **01255 686177** or email: [planning.policy@tendringdc.gov.uk](mailto:planning.policy@tendringdc.gov.uk).

- 1.15** Following the close of the consultation exercise, the Planning Policy team will collate and summarise the representations received, and these will be reported to the Local Plan Committee before the Council makes a decision on what should be included in the new Local Plan. The comments will then be used alongside the evidence we will be gathering to produce the Local Plan 'Preferred Options Document' which will be published for another round of public consultation.

## 2 Local Plan Review – Guiding Principles

### Section 1 of the Local Plan

2.1 The Council’s current Local Plan was adopted in two sections:

- **Section 1** was prepared jointly by Tendring District, Colchester City, and Braintree District Councils, and contains strategic policies that are common between all three authorities. Section 1 was examined first and was formally adopted by the three councils in 2020.
- **Section 2** contains policies that are specific to the Tendring District and was examined separately from Section 1. The examination of Section 2 took place in 2020, and the Plan was formally adopted by the Council in January 2021.

2.2 The main purpose of the shared Section 1 Local Plan was to facilitate the delivery of a Garden Community on the border of Tendring and Colchester as part of a wider strategy for growth across North Essex. The Garden Community now has its own Development Plan Document, with policies specific to the that development, which in May 2024 was examined by a government-appointed Planning Inspector. Due to the advanced state of that document, and the ongoing joint working between TDC and Colchester City Council, it has not been necessary for Tendring, Colchester and Braintree to review their Local Plans jointly and instead the councils have been able to carry out their five-yearly Local Plan reviews independently – focussing on the issues most relevant to each area.

2.3 It is proposed, therefore, that the reviewed Local Plan will be a single document that will, on adoption, supersede both the existing Sections 1 and 2. The new Local Plans for Tendring and Colchester will however need to include a planning policy relating to the proposed Garden Community, to ensure the policy requirements set out in the shared Section 1 are carried forward. This policy will set out the approach to delivering that new community through partnership and cooperation between the two councils.

### Guiding Principles

2.4 In December 2023, the Planning Policy and Local Plan Committee took the decision to commence the review of Tendring’s Local Plan. As part of that decision, they agreed on a set of ‘overarching principles’ that will guide the focus and scope of the review, to ensure that the review is undertaken in a structured manner. These principles were subsequently updated, to reflect the changes to the National Planning Policy Framework in December 2024.

2.5 The principles are set out over the following pages, and key elements are discussed in further detail throughout this consultation document.

2.6 **FOCUS:** The Council will approach the review of the Local Plan with the intention of updating the current adopted Plan as opposed to a more fundamental re-write or starting completely from scratch. This will involve extending the Plan’s timeframe; making improvements to selected policies where necessary; topping up the supply of housing

and employment land to meet longer-term needs; and ensuring the Plan aligns with the latest National Planning Policy Framework (NPPF).

- 2.7 PROCESS:** The Council will update the Local Plan following the current statutory plan-making process which will include public consultation on issues and options, a first draft ‘preferred options’ document and a final ‘submission’ draft with the latter being submitted to the Secretary of State to be examined by a government-appointed Planning Inspector. The Council will aim to submit the updated Local Plan to the Secretary of State early in 2026. This will enable the Council to attribute increased weight to the emerging policies, following the five-year anniversary of the adoption of the current Local Plan.
- 2.8 EVIDENCE:** The review of the Local Plan will be informed by proportionate, necessary and affordable updates to relevant technical evidence – with the aim of ensuring the updated Plan has a sound basis whilst achieving best value for money for Tendring’s residents at a time of significant financial pressure.
- 2.9 STATUS:** The updated version of the Tendring District Local Plan will, on adoption, supersede both Section 1 and Section 2 of the existing Local Plan (2013-2033 and Beyond) which were adopted in 2021 and 2022 respectively and will then form part of the statutory ‘development plan’. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 2.10 TIMEFRAME:** The timeframe for the updated Local Plan will be extended by eight years to 2041 so that the Plan covers the 18-year period 2023-2041 i.e. with a statistical base date of 1st April 2023 and an end date of 31st March 2041. The aim will be to ensure a minimum of 15-years’ coverage beyond the anticipated date of adoption (in line with paragraph 22 of the NPPF).
- 2.11 FORMAT:** The general format, chapter headings and policy subject order in the updated Local Plan will broadly follow that of the current Section 2 Local Plan – accepting that some policies may be added and others deleted, as necessary. This will ensure a sensible level of continuity and understanding and to minimise confusion for residents, parish and town councils and other interested bodies - particularly given how recently the current Local Plan was put in place.
- 2.12 THE GARDEN COMMUNITY:** The Tendring Colchester Borders Garden Community will be carried forward into the updated Local Plan through the inclusion of a single policy agreed between Tendring District Council and Colchester City Council. This policy will discharge the Council’s requirements under the legal ‘duty to cooperate’ and will refer, as necessary, to the separate Development Plan Document (DPD) that contains more detailed expectations and requirements for the development. The policy will also set out the agreed position for the division of housing, employment land and gypsy and traveller pitch numbers between the two authorities for the extended period to 2041.
- 2.13 STRATEGIC POLICIES:** The list of policies set out in the contents pages of the updated Local Plan will indicate which of those policies are to be classed as ‘Strategic Policies’ in line with paragraph 21 of the NPPF. Strategic Policies are those expected to set out an

overall strategy for the pattern, scale and design quality of places, and make sufficient provision for:

- a) housing (including affordable housing), employment, retail, leisure and other commercial development;
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- c) community facilities (such as health, education and cultural infrastructure); and
- d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

**2.14 VISION AND OBJECTIVES:** The vision and objectives within Section 2 of the current Local Plan adopted in 2022 will be carried forward into the updated Local Plan to apply to the extended period to 2041. They will however be amended selectively and as necessary to reflect changes in national policy; updated evidence; the potential opportunities arising from Freeport status, particularly in relation to Harwich, Bathside Bay and the A120 corridor; and any implications of the new spatial strategy to accommodate the ambitious housing target set through the new methodology in government planning policy.

**2.15 SETTLEMENT HIERARCHY:** The ‘Settlement Hierarchy’ forming part of the overall spatial strategy for the Local Plan (Policy SPL1) is likely to be carried forward, broadly unchanged, from the existing into the updated Plan, if possible. Revisions to the Settlement Hierarchy may be required to reflect any spatial strategy involving the creation of new ‘garden villages’. The current settlement hierarchy promotes a sustainable pattern of growth that sees:

- Clacton, Harwich/Dovercourt and the Tendring Colchester Borders Garden Community as the main focus for growth;
- the ‘smaller urban settlements’ of Frinton/Walton/Kirby Cross, Manningtree/Lawford/Mistley and Brightlingsea accommodating the second largest proportion of future growth;
- The ‘rural service centres’ of Alresford, Elmstead Market, Great Bentley, Little Clacton, St. Osyth, Thorpe le Soken and Weeley seeing modest increases in housing stock that is proportionate, achievable and sustainable; and
- other ‘smaller rural settlements’ across the District accommodating smaller-scale development that is sympathetic to their rural and often historic character.

**2.16** If, however, it becomes apparent that it is not possible to accommodate additional future growth to 2041 following this broad approach, the Council may need to consider alternative options that categorise some settlements differently.

**2.17 NEIGHBOURHOOD PLANS:** The updated Local Plan will give greater recognition to the role of Neighbourhood Plans and encouragement to town and parish councils, and other

community groups, to consider the production of Neighbourhood Plans to promote positive change in their areas to compliment, supplement and help guide the policies in the updated Local Plan.

- 2.18 SETTLEMENT DEVELOPMENT BOUNDARIES:** The updated Local Plan will continue to define settlements (both towns and villages) within ‘Settlement Development Boundaries’ as a means of managing the pattern of growth. These boundaries will be adjusted as necessary to accommodate additional growth to meet longer-term needs for housing and other development up to 2041 in accordance with the overarching spatial strategy.
- 2.19 HIGH QUALITY, BEAUTIFUL AND SUSTAINABLE DESIGN:** The updated Local Plan, in its approach to design and quality and other relevant policies, will be updated to better reflect the ambition within latest national policy to promote high quality, beautiful and sustainable buildings and places.
- 2.20 INFORMATION REQUIREMENTS:** The updated Local Plan will include more guidance on the information required with planning applications when proposing development that might justify or result in the loss of a community facility, a care home, an employment site, a holiday park or other sites or buildings that the Council would otherwise seek to protect for their existing use.
- 2.21 OPEN SPACE AND SPORTS PROVISION:** The approach to the protection and delivery of open space and sports provision in the updated Local Plan will reflect both the Council’s updated strategies on open space and sports provision and latest evidence on quality and accessibility. For the development of these policies, the input of town and parish councils being particularly welcomed.
- 2.22 CEMETERIES AND CREMATORIUMS:** The policy for cemeteries and crematorium will be revisited to ensure it allows for future needs to be met and to reflect the growing demand and interest in alternative forms of burial.
- 2.23 HOUSING REQUIREMENT:** The updated Local Plan will need to plan for additional new homes over the extended 18-year period reflecting updated demographic projections and/or any new requirements of national planning policy. Approximately 10,000 homes are already expected to be delivered on sites allocated in the current adopted Local Plan and sites with planning permission or that are already under construction. However, additional sites will likely be required to address an increasing housing requirement and longer-term needs post 2033.
- 2.24 OPTIONS FOR ACCOMMODATING MORE HOMES:** To accommodate and deliver any ‘residual’ housing requirement, the Council will consider and assess a range of reasonable options, will consult the public and other interest parties on those options and will undertake a ‘sustainability appraisal’ of those options before selecting a preferred approach to include in the updated Local Plan. The higher the housing requirement, the greater the challenge of identifying an appropriate strategy and more communities that are likely be affected.

- 2.25 LIMITING ADDITIONAL HOUSING GROWTH AROUND CLACTON AND THE GARDEN COMMUNITY:** Significant housing development is already planned on sites on the edge of Clacton on Sea (most notably, approximately 1,700 homes at Hartley Gardens) and land at the new Tendring Colchester Borders Garden Community, both through allocations in the current adopted Local Plan and from developments with planning permission or under construction. These developments are already expected to make a significant contribution towards housing growth in Tendring for an extended Local Plan period up to 2041. The options for accommodating any homes to address additional requirements are therefore unlikely to involve any significant additional housing growth around Clacton or the proposed Garden Community.
- 2.26 MAINTAINING STRATEGIC GREEN GAPS:** The Council will look to carry forward and potentially expand upon the ‘Strategic Green Gaps’ in the current Local Plan around Clacton, the Garden Community, Frinton, Walton & Kirby Cross; Manningtree, Lawford & Mistley and other communities in the District for the extended period to 2041. This is to ensure the principle of maintaining the separate identity of settlements and preventing the coalescence of settlements for the long-term carries forward into the future.
- 2.27 10% HOUSING ON SMALLER SITES:** In accordance with paragraph 69 of the NPPF, the updated Local Plan will seek to deliver at least 10% of all new homes on smaller sites of less than 1 hectare in size. This could include some developments in rural areas to enable villages to grow and thrive and to enhance and maintain the vitality of rural communities in line with paragraph 79 of the NPPF.
- 2.28 COMMUNITY INFRASTRUCTURE LEVY (CIL):** The Council will actively and positively explore opportunity to introduce a Community Infrastructure Levy (CIL) Charging Schedule alongside the updated Local Plan as a means to secure financial contributions from developments across a range of sizes towards the delivery of new and improved infrastructure including transport, schools, health facilities, open spaces and others – with a proportion of funds going to town and parish councils. This will require technical evidence on infrastructure requirements and economic viability to justify the setting of an appropriate level of CIL which will apply to development on a ‘per square metre’ basis and which could vary across different types of development and different parts of the District. The introduction of CIL could be particularly important if the strategy for housing growth in the updated Local Plan includes an increase in small to medium-sized developments spread across different parts of the Tendring District.
- 2.29 HOUSING MIX AND AFFORDABLE HOUSING:** The Council will update its Strategic Housing Market Assessment (SHMA), either alone or in partnership with other councils, to provide up to date evidence on the mix of housing size, type and tenure likely to be required in the future - including the requirement for affordable housing. In line with paragraph 69 of the NPPF, a minimum of 10% of all new homes on new major residential developments will need to be provided specifically in the form of ‘affordable home ownership’. The Council will review the wording of the Local Plan’s affordable housing policy with the aim of maximising affordable housing delivery to meet the needs of lower-income households.

- 2.30 SELF-BUILD AND CUSTOM BUILT HOMES:** The Council will specifically review its policy on Self-Build and Custom-Built Homes to widen the opportunities for people to build their own homes and to support the local construction industry – balanced carefully against the need to achieve a sustainable pattern of growth and to prevent inappropriate development in the countryside. This might involve setting out more detailed guidance on the information required with planning applications.
- 2.31 GYPSIES AND TRAVELLERS:** The Council will use the findings of the latest Gypsy and Traveller Accommodation Assessment (GTAA) to determine whether or not the updated Local Plan needs to identify any sites to meet projected needs for Gypsy and Traveller pitches – taking into account existing sites and the provision already being made through the Tendring Colchester Borders Garden Community.
- 2.32 EMPLOYMENT LAND AND FREEPORT EAST:** The Council will specifically review the supply of land for new business and industrial development in the Local Plan, informed by updated technical evidence. In particular, the Council will consider the need to allocate additional land in and around Harwich and the A120/A133 corridor to maximise the potential for new business investment following the designation of ‘Freeport East’ and the start of the Bathside Bay Container Port expansion development; and to enable existing businesses in the District to relocate, expand and diversify and to free up property on existing employment sites for the establishment of new and/or growing local businesses.
- 2.33 ECOLOGY AND BIODIVERSITY NET GAIN:** The Council will specifically review its policies on the protection and enhancement of ecology and biodiversity to ensure they properly reflect government requirements for Biodiversity Net Gain (BNG) with the aim of increasing BNG expectations to above 20%. This could include the identification of specific sites for the creation and enhancement of ecology and biodiversity.
- 2.34 TOWN CENTRES AND RETAIL:** The Council is likely to carry forward its current policies on retail and town centre development into the updated Local Plan – given that the current approach aligns with national policy and the Council’s existing technical evidence is considered to be fairly recent and up to date.
- 2.35 HOLIDAY AND CARAVAN PARKS:** The Council will review both its policies and evidence on the protection of caravan and holiday parks and, in particular, whether there is any justification for allowing certain sites to accommodate residential park homes. This is in response to a growing trend for park homes, improvements in the quality and efficiency of park homes, the challenges faced in accommodating new housing development and an increase in the unlawful occupation of some sites on a year-round basis.
- 2.36 LANDSCAPE CHARACTER AND IMPACT:** The Council will update its Landscape Character Assessment to provide an up-to-date baseline of evidence that reflects the beauty and sensitivity of Tendring’s landscape and seascape. Against this baseline, the Council will assess the landscape impact of specific development options that will inform any decisions on a preferred strategy. The review of the Local Plan will also provide an opportunity to consider the future role of specific landscape designations, such as the Coastal Protection Belt, in ensuring the District’s landscape character is, as far as is possible, protected and enhanced.

**2.37 CLIMATE CHANGE:** The Council will substantially update its policies aimed at tackling climate change and contributing towards the achievement of Net Zero Carbon. This will include strengthening the requirements around energy and water efficient design, renewable energy generation, electric car charging and waste reduction. Considerable evidence and policy development has been advanced by Essex County Council, working with other councils that provides a robust basis for an improved set of viable policies.

**2.38 TRANSPORT PROVISION:** The Council will work with Essex County Council in its capacity as the local transport authority to assess and consider the transport implications of any options for future growth to 2041, utilising and updating existing sources of data and modelling as appropriate. There will be a general expectation that the majority of additional development will be located in such a way to maximise the opportunities for walking, cycling and public transport and to help encourage a shift away from a reliance on private car use – but with realistic expectation that this might not be possible in all locations, particularly rural areas. Where modelling work reveals a need for additional transport infrastructure, the Council will work with relevant bodies to ensure this is put in place – which may involve the use of developer contributions secured through legal agreements or Community Infrastructure Levy (CIL).

#### QUESTIONS

- 1) Do you have any comments on any of the guiding principles agreed by the Planning Policy and Local Plan Committee set out above? Are there any other principles the Council ought to follow?



## 3 Vision and Objectives

- 3.1** The Council’s current Local Plan sets out an overarching vision and associated set of objectives to guide the planning of the District up to 2033. The vision and objectives underpin many of the policies and proposals in the Local Plan that the Council, working with partners, are seeking to implement over the Plan’s timeframe.
- 3.2** In reviewing the Local Plan and extending its timeframe to 2041, it will be appropriate to revisit the vision and objectives. Because the vision and objectives in the current Local Plan were already designed to cover the period to 2033 (some nine years away from now) and were only adopted by the Council as recently as 2022, it would be reasonable not to expect the update to bring about any fundamental change in the overall approach and direction – assuming that a positive vision for the District in 2033 can sensibly form the basis of a positive vision for the extended period to 2041. However, the Local Plan review naturally provides an opportunity to check that the vision and objectives are accurate and reflect the most up-to-date position – including the opportunities arising from Freeport East; the priorities in the Council’s latest Corporate Plan (Our Vision); progress on the Levelling-Up projects in the District; and the Jaywick Sands Place Plan.
- 3.3** The Council has produced a refreshed version of the vision and objectives for the Local Plan taking into account some of the above factors and we would like to invite people’s comments.

### Vision for Tendring District

#### VISION

In 2041, the Tendring District will be a vibrant, healthy and attractive place to live, work and visit. It will have a thriving, resilient and prosperous economy that promotes sustainable economic growth, making sustainable use of its natural and historic environments, maritime connections and popularity as a visitor destination.

The District’s residents will be able to enjoy a safe and healthy quality of life in communities that offer a range of high-quality new housing that meets local needs, with job opportunities across a variety of employment sectors and other important services and facilities, including modern health, education and retail/leisure provision. Residents and visitors will be able to enjoy a variety of landscapes including a tidy coast, the open countryside with its elements of natural beauty, a diverse range of attractive historic settlements, landscapes and assets, and an integrated and expanding network of protected wildlife-rich areas which are conserved and enhanced. The District will be home to people of all ages and abilities, providing a range of activities, attractions and facilities that will appeal to the retired, the young and residents of working age; and will also provide for the specialist needs of all people ensuring, in particular, that children and young people have the knowledge and skills for a good start in life.

Tendring District's coastal area places economic, social and environmental considerations at the forefront of climate change and therefore there will be a need for adaptation and mitigation against climate change at the centre of sustainable development.

### Seaside Towns

Clacton-on-Sea will have established itself as the place everyone wants to live and the economy will have seen a significant resurgence with new job opportunities; particularly in the business, retail, leisure, hospitality and health sectors. This growth will have been driven, in part, by the rejuvenation of the town's attractive and safe beaches and multi-million-pound private investment in its seafront attractions, alongside public investment of Levelling Up funding in redeveloping the town centre's library and civic area. The town will have seen the emergence of a variety of attractive shops, restaurants and cafes and leisure facilities, as well as the creation of new country parks, the modernisation of premises across its business and industrial parks and the construction of hundreds of new high-quality, energy efficient, accessible and spacious houses, bungalows and retirement complexes. The people of Clacton and the wider area will have access to modern health facilities including the Diagnostic Centre at Clacton Hospital.

Clacton will have preserved and enhanced its heritage features and maintained its tourism roots, building a thriving local tourism industry. But as well as attracting holiday makers, the town will provide a range of activities and attractions that older residents can enjoy with their children and grandchildren at the weekends and during the school holidays, and a strong evening economy where people from the town and surrounding areas will come for a fun and relaxing evening with their friends and colleagues in some of the town's new and trendy restaurants, nightclubs and entertainment venues.

In Jaywick Sands, regeneration projects will continue to raise the standard of living in this part of Clacton – building on the success of the Sunspot Workspace Scheme, renewed sea defences, improved housing conditions and the delivery of other projects the Jaywick Sands Place Plan. The people of Jaywick Sands will be able to enjoy a sustainable community with associated economic, community and employment opportunities.

Frinton-on-Sea and Walton-on-the-Naze will enjoy year-round prosperity whilst retaining their very distinctive individual characteristics. Walton will have seen the biggest change following an injection of new housing, holiday accommodation, shops and leisure attractions bringing vitality to the town centre and core visitor areas, with improved medical facilities serving the resident population. Frinton will have also seen some new homes and improvements to public spaces whilst continuing to deliver a unique and independent shopping and leisure offer to its residents and its visitors. Both settlements will have succeeded in preserving and enhancing their special historic character.

## Harwich, Freeport East and the A120 Corridor

The Harwich area will have experienced an economic resurgence following the designation of Harwich Port and other sites along the A120 corridor as part of 'Freeport East' (alongside Felixstowe Port and Gateway 14 in Suffolk). The tax, customs and other business incentives offered by Freeport status will have resulted in considerable private investment and new jobs for local people in industrial activities, logistics and emerging green energy sectors with new developments at Bathside Bay, Horsley Cross and other sites with good access to the A120 and the local population. Bathside Bay will be playing a critical role in the medium term, servicing the expansion, construction and maintenance of offshore wind farms with more jobs to come in the long-term through the construction and completion of a new container port and associated small boat harbour.

The increase in work opportunities will have generated a significant demand for training facilities and new homes in the Harwich and Dovercourt area particularly for working people and families both in the local area and moving in from elsewhere. This boost in demand in the housing market will have resulted in a number of high-quality housing developments. The Old Town of Harwich will offer new leisure activities and visitor attractions associated with its maritime history. Dovercourt Town Centre and seafront will have also improved its offer of a year-round shopping and leisure experience following significant public investment through the Levelling-Up Fund in its public spaces and improved connections. These benefits will have taken place whilst continuing to preserve and enhance the town's maritime heritage through careful consideration of its associated buildings, structures and coastal landscapes.

## Garden Villages

In order to meet the needs of a growing population, one or more new strategically located and comprehensively planned Garden Villages will be developed in accordance with detailed masterplanning and site-specific planning policies.

Our Garden Villages will provide necessary infrastructure and services, enabling residents to meet their day to day needs locally, reducing reliance on car travel. Designed to the highest standards, these villages will embody best practices in urban design and place-making, setting a benchmark for future developments in Tendring.

These exemplar communities will not only provide high-quality housing but also foster a sense of community and well-being, with green spaces, recreational facilities, and community infrastructure. By integrating innovative and sustainable design, our Garden Villages will create thriving, resilient communities that enhance the quality of life for all residents.

## Tendring Colchester Borders Garden Community

The neighbouring City of Colchester will have been the focus for significant growth in jobs and housing and will have continued to develop a thriving economy that will benefit Tendring District's residents, many of whom commute into the town each day for work. A new Garden Community will be developed to the east of Colchester, developed in accordance with a detailed Development Plan Document (DPD) and positive collaborative working with Colchester City Council, Essex County Council and the lead developers, which takes advantage of its strategic position in relation to Colchester and its proximity to the university to maximise the economic benefits to current and future residents of Tendring. The Garden Community will provide necessary infrastructure and facilities and a high-quality of built and urban design. With major investment in rapid transit services to the town centre, pedestrian and cycle connections and a new link road between the A120 and A133, the management of traffic congestion will have improved, along with provision of upgraded broadband infrastructure and services.

The University of Essex will be one of the leading research and development facilities in the country and, as a result, businesses will have moved to the area to benefit from its expertise and improved transport links. The new Garden Community crossing the Colchester City and Tendring District boundary will be a much sought-after place to live. It will provide the right balance of jobs, housing and infrastructure in the right locations and will attract residents and businesses who value innovation, community cohesion and a high-quality environment, and who will be provided with opportunities to take an active role in managing the community to ensure its continuing success.

Residents will live in high-quality and innovatively designed homes, which accommodate a variety of needs and aspirations and are located in well-designed neighbourhoods where they can meet their day-to-day needs. There will be a network of tree-lined streets and green spaces, incorporating and enhancing existing landscape features and also accommodating safe and attractive routes and space for sustainable drainage solutions; and leisure and recreation opportunities for both residents and visitors of the garden community.

Suitable models for the long-term stewardship of community assets will be established and funded to provide long term management and governance of assets. All Garden City principles as specified in the North Essex Garden Communities Charter will be positively embraced including where appropriate, new approaches to delivery and partnership working for the benefit of the new community. Central to this will be the comprehensive planning and development of the garden community, and the aligned delivery of homes and supporting infrastructure.

### Rural Heartland

In the District's substantial rural heartland, the smaller towns of Manningtree, Lawford, Mistley and Brightlingsea, along with some of the larger villages, will have seen varying levels of new housing and employment development that have helped to support local shops and services, address local issues, provide

for local needs and facilitate investment by local businesses in job opportunities. In some of the District's more remote villages, hamlets and other rural communities a flexible approach to small-scale housing development has helped keep those communities vibrant. Improvements to the telecommunications network and internet broadband services have given these areas a new lease of life with more people able to work, shop and learn from the comfort of their own home.

An increasing number of communities will be developing their own Neighbourhood Plans and promoting community-led development as a means of bringing about positive changes and meeting specific needs and aspirations of local people and businesses.

Throughout the District's countryside and farming communities, a diverse variety of employment and leisure opportunities will have grown up in support of the rural economy and achieving significant investment in securing the long-term custodianship of the environment. Many parts of the District will have witnessed the creation of diverse wildlife habitats that expand upon and enhance Tendring's intrinsic network of green infrastructure and attractive natural landscapes. Growth in ecology over the District will have not only helped support the diversification of the rural economy but will have made a critical and meaningful contribution in mitigating and adapting to climate change along with the delivery ambitious targets for biodiversity net gain.

Any new development will need to obtain the following outcomes:

1. Creating the right balance of jobs, housing and infrastructure;
2. Ensuring that development is sustainable in terms of location, use and form;
3. Balancing the development needs of the District with the protection and enhancement of the natural, historic and built environment;
4. Excellent services and facilities easily accessed by local communities and businesses;
5. More walkable places and an excellent choice of ways to travel;
6. Vibrant, well-connected town and productive countryside;
7. Avoid, then mitigate and, as a last resort, compensate for adverse impacts of development on the built, historic and natural environment to achieve a net gain in biodiversity while capitalising on these features;
8. Stronger, more self-reliant town and countryside with thriving centres;
9. Enhanced quality of life for all residents;
10. Working with partners and residents to develop a place where people really matter;
11. All new developments should reduce the causes of, adapt to and mitigate against climate change.

## **Objective 1: Housing Delivery**

- To provide new dwellings within Tendring District up to 2041 of sufficient variety in terms of location of sites, size, types, tenure and affordability to meet the needs of a growing and ageing population in full.
- To deliver high quality sustainable new communities.

### **Objective 2: Employment/Commercial**

- To create the conditions for economic growth and employment opportunities across a range of economic sectors including established business sectors and those sectors projected to grow in the future such as renewable energy and care and assisted living.
- To provide for the development of employment land on a variety of sites to support a diversity of employment opportunities and to achieve a better balance between the location of jobs and housing, which will reduce the need to travel and promote sustainable growth in the period up to 2041.

### **Objective 3: Town Centre Development**

- To promote the vitality and viability of the town centres through the promotion of retail and other appropriate uses, exploiting the benefit of enhanced growth of the towns whilst retaining the best and valued aspects of their existing character, as well as responding appropriately to changes in the way people enjoy shopping and other leisure activities, and competition for trade arising from other centres, both within and outside of the District.

### **Objective 4: Infrastructure Provision**

- To make efficient use of existing transport infrastructure and ensure sustainable transport opportunities are promoted in all new development. Where additional capacity is required in the form of new or upgraded transport infrastructure, to ensure this is provided as necessary in connection with new development.
- To enable provision of upgraded broadband infrastructure and services.

- To ensure that new growth brings opportunities to enhance existing services, facilities and infrastructure for the benefit of existing and new communities.
- To ensure that flood defence infrastructure is considered so that future developments take into consideration the impacts of climate change.
- To ensure there is adequate capacity in the foul water sewerage infrastructure to meet existing and future needs, and to safeguard water quality and the special environment of the District.

### **Objective 5: Education and Health**

- To improve and provide good quality educational opportunities and prospects for Tendring's residents as part of sustainable community strategy. This includes practical vocational training and apprenticeships.
- To work with partners in the National Health Service, local health organisations, Essex County Council and local community groups to ensure adequate provision of healthcare and multi-use facilities to support growing communities.
- To work with Public Health to promote and encourage healthy lifestyles through developments and planning to ensure that the people of Tendring have opportunities to be as healthy as possible.

### **Objective 6: Sustainability**

- To locate development within Tendring District where it will provide the opportunity for people to satisfy their needs for employment, shopping, education, and other services locally or in locations which minimise the need to travel and where there are modes of transport available in addition to the use of the car.

### **Objective 7: The Historic Environment**

- To conserve and enhance Tendring District’s historic environment, including: heritage; respecting historic buildings and their settings; heritage assets; landscapes; links; and views.

### **Objective 8: Biodiversity**

- To provide a network of interconnected multi-functional natural green and blue spaces which secures a net gain in biodiversity and geodiversity; promotes healthy lifestyles; and enhances the quality of the natural and built environment.

### **Objective 9: Water and Flood Risk**

- To reduce the risk of all types of flooding by securing the appropriate location and design of new development (incorporating SuDs where appropriate), having regard to the likely impact of climate change.

### **Objective 10: Tourism Promotion**

- To work with partners to provide an enhanced environment for tourism and the maritime sector and its associated services.

### **Objective 11: Climate Change**

- To provide developments that reduce carbon emissions and are ready to adapt to and mitigate the effects of climate change.

## **QUESTIONS**

- 2)** Do you agree with the updated Vision and Objectives for the future of Tendring as set out above?
- 3)** Would you suggest any changes?



## 4 Sustainable Places

- 4.1** The Council's current Local Plan includes a Chapter entitled 'Sustainable Places' which, importantly, sets out the overall 'spatial strategy' and policies for managing the pattern of growth across the District as well as the main policy on design, functionality and compatibility will apply in the determination of most planning applications the Council receives.
- 4.2** Over the last ten years, 6,500 new homes have already been built in Tendring following this approach with a further 7,000 homes still to come between now and 2033 on sites that are already under construction or with planning permission and on sites already allocated for development in the existing Local Plan. Some of the larger developments proposed in the existing Local Plan (including the new Garden Community near Colchester and the Rouses Farm, Hartley Gardens and Oakwood Park developments on the edge of Clacton) are also expected to deliver new homes after 2033, potentially adding further 3,000 homes between 2033 and 2041.
- 4.3** In reviewing the Local Plan and extending its timeframe to 2041, the Council might need to identify land for even more housing to keep up with projected population growth over that longer-term period and to comply with latest government requirements to boost housebuilding across the country. The Council will be carrying out further analysis this year to determine how much, if any, new extra housing might be needed – which, based on current government policy, could potentially be as much as 7,000 to 8,000 additional homes, over and above the 10,000 already accounted for in the current Local Plan.
- 4.4** Accordingly, through the review of the Local Plan, the Council will need to consider whether additional housing can be delivered, in the longer-term, following a similar spatial strategy and settlement hierarchy in the current Local Plan, or if a change in approach is going to be needed.
- 4.5** The spatial strategy for growth is particularly important for guiding the location for the housing development needed in the future to meet projected population growth and government requirements. The strategy in the current Local Plan is designed to distribute new housing across the District in line with a 'settlement hierarchy' designed to prioritise locations with access to the strategic road network, public transport and which have the potential to offer the widest range of services. In very simple terms, this approach directs most new housing to sites within or on the edge of the District's existing larger towns of Clacton and Harwich and at the new 'Colchester Borders Garden Community' being planned on land in the west of Tendring; with lesser amounts of development in and around the District's smaller towns and larger villages and much tighter limits on development in around our smaller and more remote rural villages and the wider countryside.
- 4.6** The settlement hierarchy in Policy SPL1 of the current Local Plan categorises locations in the District in four tiers as follows:

## Settlement Hierarchy

### **Tier 1: Strategic Urban Settlements and the Garden Community:**

- Clacton on Sea and Jaywick Sands
- Harwich and Dovercourt (which includes Parkeston and part of Ramsey)
- Tendring Colchester Borders Garden Community

**4.7** These locations have (or will have) the largest populations and a wide range of infrastructure and facilities, making them the most sustainable locations for growth. These settlements provide better opportunities for the use of public transport, walking and cycling to get from place to place and, because they have established town centres, employment areas and infrastructure, they provide locations where, with the right action, it is possible to create a significant number of additional new jobs and deliver sustainable housing growth on a larger scale. Each of these locations is receiving government funding aimed at stimulating the economy and/or delivering housing. Over the last ten years, 1,600 new homes were built in and around Clacton and Harwich and another 5,700 homes are already expected to be built between now and 2041 through existing Local Plan allocations and planning permissions. Development at the new Garden Community is expected to begin in 2026 and could deliver around 2,000 homes towards Tendring's housing requirements up to 2041.

**4.8** The Council believes that sufficient growth both for Clacton and the new Garden Community is already planned for the between now and 2041 as set out in the guiding principles in Chapter 2. There could however be scope for Harwich and Dovercourt to accommodate a bigger increase in housing development through the Local Plan, particularly with the potential for new jobs to be created in the area as part of the Freeport East project.

### **QUESTIONS**

- 4)** Do you agree that Clacton, Harwich, and the proposed Tendring Colchester Borders Garden Community should continue to be a key focus for future growth in Tendring through the Local Plan?
- 5)** Do you agree that Clacton and the Tendring Colchester Borders Garden Community are already delivering enough housing development between now and 2041 through proposals in the existing Local Plan and therefore any additional homes that might be needed will need to be built elsewhere?
- 6)** Should any other locations in Tendring be included in Tier 1 of the settlement hierarchy to be a focus for major growth?
- 7)** Do you agree that Harwich and Dovercourt could, if needed, accommodate a significant increase new homes between 2033 and 2041, particularly if there is potential for

hundreds of new jobs to be created at developments at Bathside Bay and Freeport sites along the A120 corridor?

### **Tier 2: Smaller Urban Settlements:**

- Frinton, Walton & Kirby Cross
- Manningtree, Lawford & Mistley
- Brightlingsea

**4.9** These locations have large populations relative to rural settlements and benefit from a range of existing infrastructure and facilities. These settlements provide a range of opportunities for the use of public transport, walking and cycling and because they have established town centres, employment areas and infrastructure, they provide locations where, with the right action, it is possible to create a significant number of additional new jobs and deliver sustainable housing growth on a large scale. Over the last ten years, these locations have grown by 1,700 homes with most of the development taking place in and around Kirby Cross, Walton, Lawford and Mistley. A further 1,400 homes are expected to be built in these locations up to 2033 through existing Local Plan allocations and planning permissions.

**4.10** The Council believes there could be some scope for these locations to accommodate further additional housing development, if needed, between 2033 and 2041, but there will be practical limits to how much – particularly for Brightlingsea which only has one road in and out, and is completely surrounded by the flood zone.

### **QUESTIONS**

- 8)** Do you agree that Frinton, Walton & Kirby Cross; Manningtree, Lawford & Mistley; and Brightlingsea should continue to be listed as the locations for the second biggest proportion of the District's future housing growth?
- 9)** Should any other locations in Tendring be included in Tier 2 of the settlement hierarchy to accommodate a larger proportion of future growth?
- 10)** Do you agree that these locations might be able to accommodate further additional housing development in the period 2033-2041?

### **Tier 3: Rural Service Centres:**

- Alresford
- Elmstead Market
- Great Bentley
- Little Clacton

- St. Osyth
- Thorpe le Soken
- Weeley

- 4.11** For these villages, the current Local Plan identifies opportunities for a proportion of Tendring’s growth. Developments in these locations are intended to be of a scale that is proportionate, achievable and sustainable for each of the settlements concerned having regard to the existing size and character of each settlement; their more limited range of jobs, shops, services and facilities; and any physical, environmental or infrastructure constraints. These developments will make a meaningful contribution toward addressing local housing needs, supporting the village economy and assisting with the overall housing growth proposed for the District. Over the last ten years, these villages have seen significant growth with 1,100 new homes having already been built and a further 1,200 expected between now and 2033 through existing Local Plan allocations and planning permissions.
- 4.12** The Council believes that some of these villages might be able to accommodate a proportionate amount of additional housing development in the period 2033 to 2041, but that the villages with railway stations (Alesford, Great Bentley, Thorpe and Weeley) might offer better locations for development than those villages without (Elmstead Market, Little Clacton and St. Osyth) - offering a wider range of opportunities to use public transport.

### QUESTIONS

- 11)** Do you agree that the seven villages listed above should continue to be listed as ‘rural service centres’ in Tier 3 of the settlement hierarchy to accommodate a proportionate amount of the District’s future housing growth?
- 12)** Should any of the District’s other villages be included in Tier 3 of the settlement hierarchy to accommodate a proportionate amount of Tendring’s growth?
- 13)** Do you agree that these villages might be able to accommodate some additional development between 2033 and 2041?
- 14)** Do you agree that the villages with railway stations offer better locations for future development than those without?
- 15)** Could the villages with railway stations be the focus for a more radical strategy for major long-term growth?
- 16)** Do you agree that Elmstead Market village should be protected against any additional development given the amount of development already underway in the village, its proximity to the proposed Tendring Colchester Borders Garden Community and the introduction of a new Neighbourhood Plan?

**Tier 4: Smaller Rural Settlements:**

- Ardleigh
- Beaumont-Cum-Moze
- Bradfield
- Frating
- Great Bromley
- Great Holland
- Great Oakley
- Kirby-le-Soken
- Little Bentley
- Little Bromley
- Little Oakley
- Ramsey Village
- Tendring
- Thorpe Station and Thorpe Maltings
- Thorrington
- Weeley Heath
- Wix
- Wrabness

**4.13** Other smaller villages within Tendring District’s rural heartland have much less in the way of job opportunities, local services, facilities and other infrastructure. Residents of these smaller villages are often reliant on neighbouring towns and villages for work, shopping and other services and frequently need to travel distances either by public transport (if it is available) or, more often than not, by private car. Because of this, these smaller villages are considered to be the least sustainable locations for growth and there is a concern that encouraging too much development in these areas will only serve to increase the number of people having to rely on cars to go about their everyday lives. However, these villages are still under pressure to grow and some small-scale development which is sympathetic to the rural and often historic character of the settlement might help younger people to continue to live in the area, keep local shops and services viable, and help bring balance to an ageing population.

**4.14** Over the last ten years, these settlements have seen around 700 new homes delivered. The majority of new development has taken place in Weeley Heath, Thorrington, Ardleigh and Frating, with each of these settlements growing by between 70 and 110 new dwellings over the period 2013-2023.

### QUESTIONS

- 17)** Do you agree that the villages and settlements listed above should continue to be listed as ‘smaller rural settlements’ in Tier 4 of the settlement hierarchy where a limited amount of housing development could be allowed to happen?

- 18) Are there any other villages or settlements in the District which aren't currently in the settlement hierarchy that should be included in this tier?
- 19) Should any of these locations accommodate more housing development, perhaps through larger scale developments or the establishment of a new Garden Village?
- 20) Should any of these locations be removed from the settlement hierarchy altogether, to discourage any further development?
- 21) Do you agree that Ardleigh village should be protected against additional housing development given its proximity to the proposed Tendring Colchester Garden Community and the introduction of a new Neighbourhood Plan?

### Planning for Future Growth – Considering Options for a New Spatial Strategy

- 4.15 National policy will require the Tendring District Local Plan to plan for the delivery of 1,034 new homes in Tendring every year from 2026. This is a substantial increase from the 550 homes requirement in the adopted Local Plan and means the updated Local Plan will need to allocate significantly more land above and beyond current housing allocations and sites with planning permission. The options available for delivering this level of new housing are limited, and the four spatial strategy options set out below are similar in many ways.
- 4.16 Through this Issues & Options consultation, the Council is inviting people to comment on a series of hypothetical options for accommodating an increase in housebuilding, potentially planning for up to 8,000 extra homes over the period to 2041.
- 4.17 Each of the options set out over the following pages include advantages and disadvantages, and it's possible that any strategy the Council ultimately chooses could be a variation on one or more of the options presented. The feedback provided in response to these initial options will guide decision-making over the coming months, and the Council intends to publish its preferred option for further consultation later on in 2025.

#### Harwich

- 4.18 In the adopted Local Plan, Harwich, Clacton and the Tendring Colchester Borders Garden Community are each categorised as Strategic Urban Settlements. These are the largest settlements in the District and could logically be expected to accommodate the greatest levels of growth. The Tendring Colchester Borders Garden Community is expected to deliver 7,500 new homes, Clacton has around 5,000 new homes planned, whereas Harwich is only currently expected to deliver an additional 715 new homes over the coming years.
- 4.19 Harwich & Dovercourt is therefore a location for significant growth in all four of the options with the expectation that around 2,000 new homes could be delivered in the area,

capitalising on the town's existing infrastructure and economic potential, particularly with the Freeport status and port developments.

### **Proportionate Growth**

- 4.20** To be able to deliver the number of homes required over the extended Local Plan period to 2041, all areas of the District will need to accommodate a degree of new development. Larger villages (for example Great Bentley or Thorpe le Soken) with a fair range of jobs, shops, services and facilities and access to rail services could accommodate more development than those (e.g. St. Osyth) without railway stations. In turn, medium-sized villages (like Thorrington, Great Oakley, or Bradfield) with less in the way of jobs, shops, services and facilities could see lower levels of development; and smaller and more remote villages (like Beaumont Cum-Moze, Little Bentley or Little Bromley) might only be reasonably be expected to accommodate small increases in housing.
- 4.21** In each of the four options, development is expected across each part of the District – although the scale of development varies in some settlements depending on the thrust of the strategy.
- 4.22** Option A, for example, proposes a greater level of growth in villages on the Colchester to Clacton railway line – which would maximise the opportunity for future residents to use the rail network to travel between towns and villages, reducing the impact on the highway network. Options B-D, on the other hand, suggest a lower number of homes in these railway villages – with a greater number of dwellings being delivered in key locations on the strategic highway network.
- 4.23** In applying a sustainable, fair and proportionate level approach to the distribution of housing growth, medium-sized towns in the District (such as Frinton & Walton; Manningtree, Lawford & Mistley; and Brightlingsea) are likely to need to bear a greater number of new homes than the smaller villages. These settlements benefit from a greater level of existing services and infrastructure, public transport connections and employment opportunities, and the proposed growth presents the opportunity to secure improvements to these facilities to enable them to better serve existing and future residents.

### **Garden Villages**

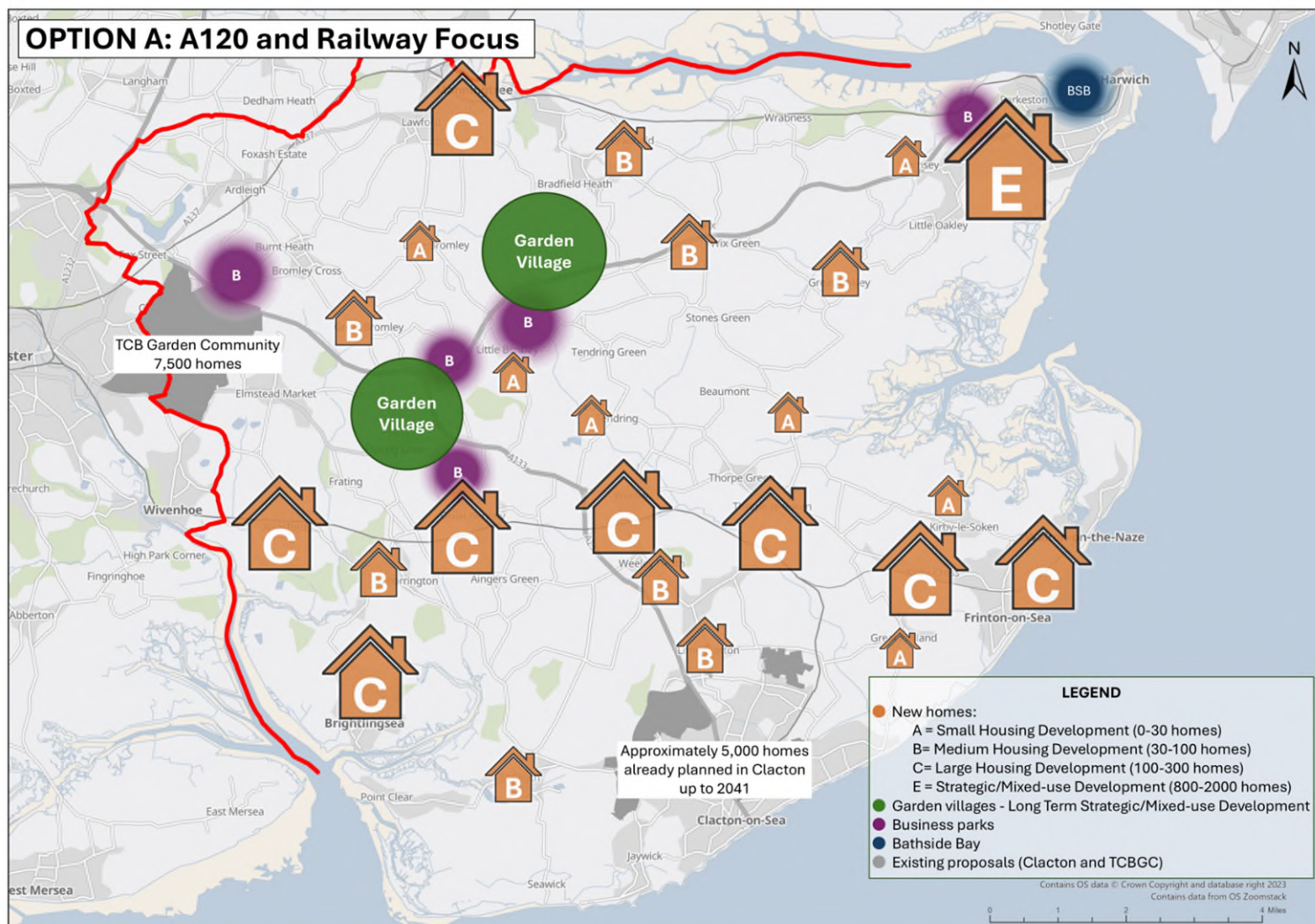
- 4.24** Even with what is considered to be high levels of growth in many parts of the District, there is still a shortfall in the number of homes that can be delivered by expanding and developing existing settlements. In order to stand a realistic chance of delivering on the Government's housing requirement for Tendring, a more radical approach will be necessary – to ensure our existing towns and villages are not overwhelmed by new developments and that the appropriate infrastructure, services and jobs can be delivered alongside new housing.
- 4.25** Each of the four options below propose the creation of entirely new 'Garden Villages' that could deliver around 2,000 homes in the period up to 2041 and potentially expand to up to 5,000 homes in the decades that follow. Delivered in strategically important locations on the District's transport network, these garden villages would be planned from the outset to deliver new jobs, shops, services and facilities along with infrastructure that

could benefit the wider district as a whole. The suggested locations reflect ideas that have been put forward in the past – either by the Council or by landowners and developers. The number of garden villages varies between options and is relative to the level of growth elsewhere in the District.



## Option A – A120 and Railway Focus

**4.26** In addition to significant growth at Harwich, and smaller scale development around villages across the District, this option proposes the establishment of two new garden villages of between 1,500 and 5,000 homes – one in the Frating/Great Bromley/Hare Green area and one at Horsley Cross, as part of an A120-focussed growth strategy delivering road connectivity improvements. Medium levels of growth are also proposed at the larger villages with a railway station, and similar levels at Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea.



### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of two strategically located garden villages, at Frating/Great Bromley/Hare Green and Horsley Cross, delivering up to 1,500 homes each up to 2041, and potentially expanding to 5,000 homes in total by the 2050s.
- Around 1,500 new homes spread between the larger villages with railway stations.
- Medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) to accommodate (between them) around 1,000 new homes.

- 500 new homes to be delivered through smaller developments in and around other villages in the District.

| Advantages   | Disadvantages   |
|--|---|
| <ul style="list-style-type: none"> <li>• Locates a significant number of new homes within 800 metres walking distance of a railway station so that residents have maximum opportunity to travel between Clacton, Walton and Colchester using public transport rather than private cars.</li> <li>• In theory, could result in fewer car journeys and less carbon emissions and traffic than other options.</li> <li>• Would strengthen the case for more investment in rail services and the facilities at railway stations.</li> <li>• Growth in the Harwich area will reflect and support the economic growth and job opportunities at Bathside Bay and Freeport sites.</li> <li>• Brings the scale of housing growth at Harwich more in line with the strategic growth already planned at Clacton and Tendring Colchester Borders Garden Community.</li> <li>• Development at scale enables a more efficient, more coordinated, and less complicated approach to the delivery and ongoing maintenance of new infrastructure – particularly schools, health facilities, transport provision and open spaces.</li> <li>• Multiple opportunities for small and medium-sized building firms, local builders as tradesman to find work.</li> <li>• New garden villages would be larger developments of between 2,000 and 5,000 homes that provide not only for development during the extended timeframe of the Local Plan to 2041, but beyond that into subsequent plan-periods.</li> <li>• The Frating/Great Bromley/Hare Green option offers the opportunity to improve north/south connectivity in the District, both through the creation of a multi-directional A120/A133 interchange, and by extending the Colchester rapid transit service to Frating and beyond, improving access, by bus, for surrounding communities and nearby rail services.</li> <li>• Maximum opportunities for young people to obtain housing in the community they've grown up in, including in the rural areas.</li> </ul> | <ul style="list-style-type: none"> <li>• Alresford, Great Bentley, Weeley, Thorpe and Kirby have already seen significant development in recent years and further development will of this scale would continue to profoundly alter their character.</li> <li>• Risk that development in these locations will be more attractive to incomers to the District rather than local people with the possibility that a large proportion of new residents will commute out of the area for work rather than find employment or set up businesses in the Tendring area.</li> <li>• A Garden Village at Frating/Great Bromley/Hare Green would affect a lot of residents and totally transform the existing village – this approach would require very strong justification and overriding public benefits for existing residents.</li> <li>• Practical limits to the amount of development the Frinton, Walton and Kirby Cross area and Brightlingsea could accommodate without significantly impacting on their sensitive landscapes and local character.</li> <li>• A Garden Village in the west of the District would be very close to the TCB Garden Community and risks competing with it for house sales, potentially saturating the market and slowing the rate of development – risking housing delivery targets.</li> <li>• Many areas of the District will be under construction for a long period of time, with associated issues with construction traffic, noise, and dust.</li> <li>• Still involves a degree of smaller-scale development across other parts of the District with smaller developments providing less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Smaller developments provide less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Many developments will be in locations that are a long distance from jobs, shops, services, and facilities – resulting in the likelihood of more car journeys, carbon emissions and traffic.</li> <li>• There would be a greater reliance on the need to secure financial contributions from multiple new development and greater pressure on the Council and other public sector partners to spend those contributions in the right way and at the right time.</li> <li>• Garden Villages will only be successful if significant new infrastructure, services, and facilities are delivered ahead of new homes.</li> </ul> |

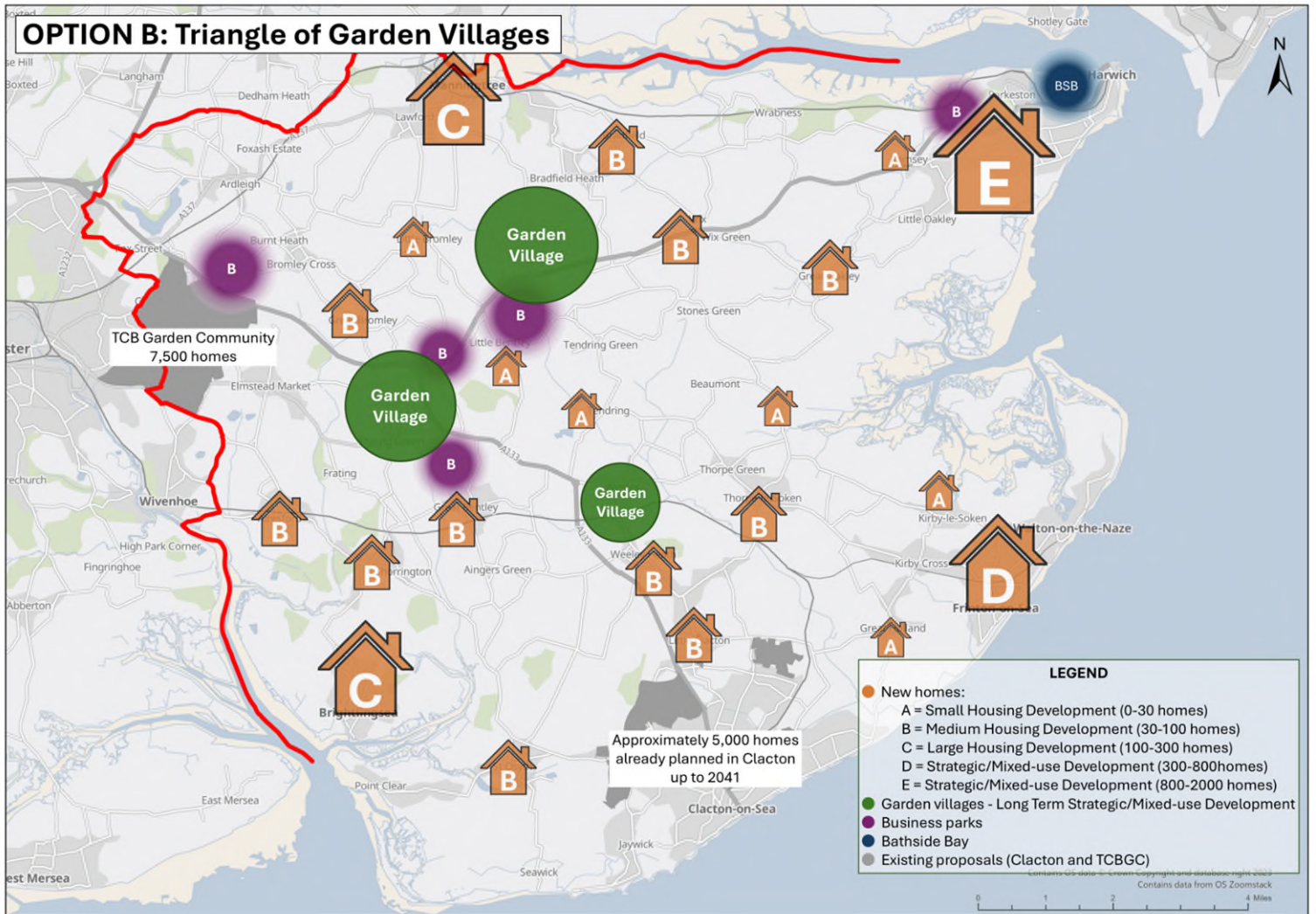
## QUESTIONS

**22)** Do you think there are any other **advantages** to Option A (A120 and Railway Focus)?

**23)** Do you think there are any other **disadvantages** to Option A (A120 and Railway Focus)?

**Option B – Central Triangle of Garden Villages**

**4.27** In addition to significant growth around Harwich, and smaller scale development around villages across the District, this option (like Option A) proposes two new garden villages – one at Frating/Great Bromley/Hare Green and one at Horsley Cross, as part of an A120-focussed growth strategy delivering road connectivity improvements. A further new garden village achieved through expansion at Weeley is proposed, benefitting from the village’s central location in the District, with good rail and road connections, and delivering development of a scale (around 1,500 homes) that will secure new facilities the appropriate infrastructure improvements to ensure the needs of existing and future residents can be met. Villages on the Clacton railway line will experience a level of growth proportionate to their existing size, while medium levels of growth are also proposed at Frinton and Walton; Manningtree, Lawford and Mistle; and Brightlingsea.



**Headlines**

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of two strategically located garden villages, at Frating/Great Bromley/Hare Green and Horsley Cross, delivering up to 1,500 homes each up to 2041, and potentially expanding to 5,000 homes in total by the 2050s.

- A third garden village at Weeley, delivering around 1,500 new homes through strategic expansion with good access to the rail and road networks.
- Medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) to accommodate (between them) around 1,000 new homes.
- Proportionate levels of growth at medium-sized and smaller villages across the District.
- 500 new homes to be delivered through smaller developments in and around other villages in the District.

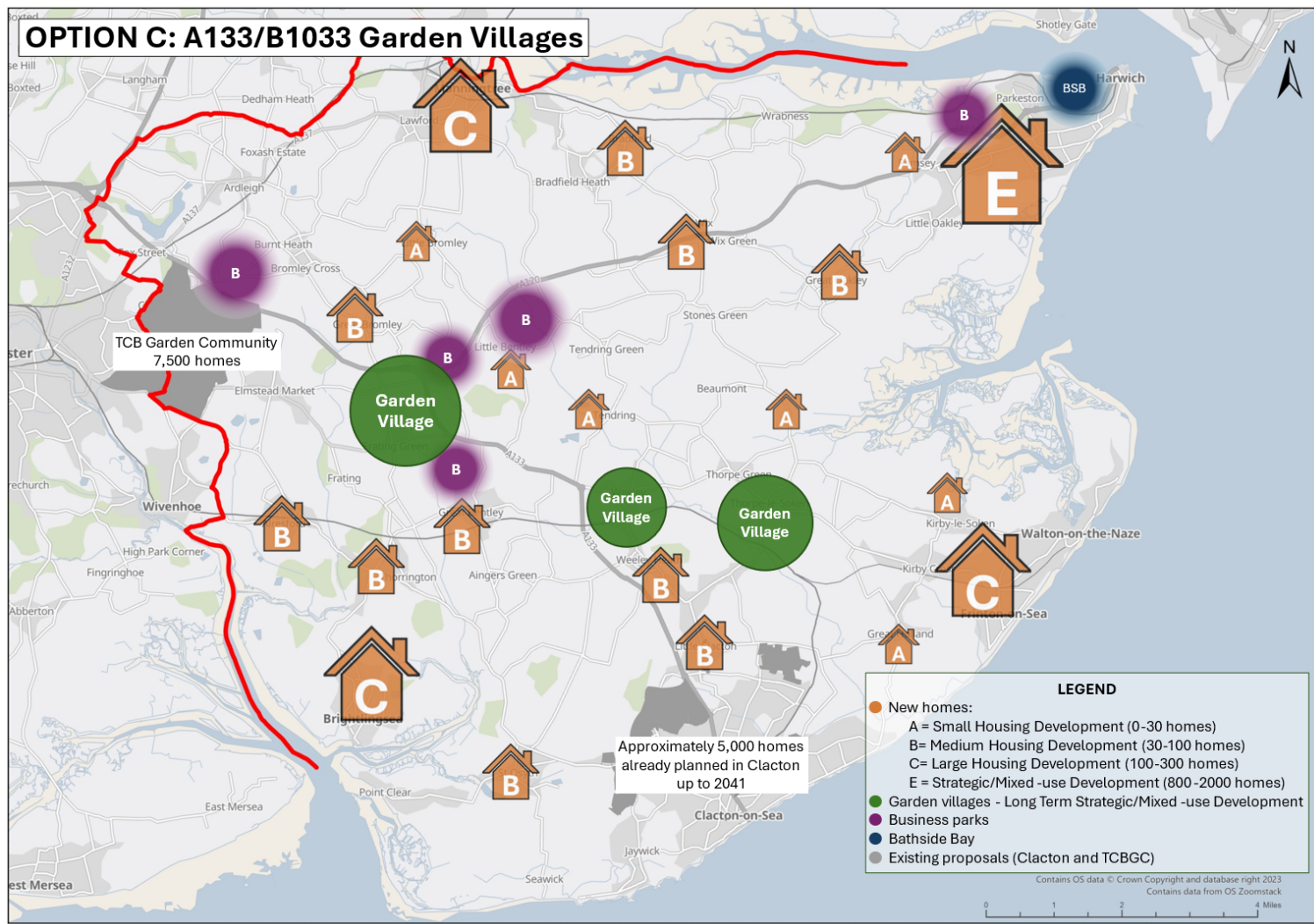
| Advantages   | Disadvantages  |
|--|--|
| <ul style="list-style-type: none"> <li>• Focussing Development at Weeley, rather than along the railway line, will ensure good access to the road network as well as the rail network.</li> <li>• Growth in the Harwich area will reflect and support the economic growth and job opportunities at Bathside Bay and Freeport sites.</li> <li>• Brings the scale of housing growth at Harwich more in line with the strategic growth already planned at Clacton and Tendring Colchester Borders Garden Community.</li> <li>• Development at scale enables a more efficient, more coordinated, and less complicated approach to the delivery and ongoing maintenance of new infrastructure – particularly schools, health facilities, transport provision and open spaces.</li> <li>• Multiple opportunities for small and medium-sized building firms, local builders as tradesman to find work.</li> <li>• New garden villages would be larger developments of between 2,000 and 5,000 homes that provide not only for development during the extended timeframe of the Local Plan to 2041, but beyond that into subsequent plan-periods.</li> <li>• The Frating/Great Bromley/Hare Green option offers the opportunity to improve north/south connectivity in the District, both through the creation of a multi-directional A120/A133 interchange, and by extending the Colchester rapid transit service to Frating and beyond, improving access, by bus, for surrounding communities and nearby rail services.</li> <li>• Maximum opportunities for young people to obtain housing in the community they've grown up in, including in the rural areas.</li> </ul> | <ul style="list-style-type: none"> <li>• A Garden Village at Frating/Great Bromley/Hare Green and Weeley would affect a lot of residents and totally transform the existing villages – this approach would require very strong justification and overriding public benefits for existing residents.</li> <li>• Practical limits to the amount of development the Frinton, Walton and Kirby Cross area and Brightlingsea could accommodate without significantly impacting on their sensitive landscapes and local character.</li> <li>• A Garden Village in the west of the District would be very close to the TCB Garden Community and risks competing with it for house sales, potentially saturating the market and slowing the rate of development – risking housing delivery targets.</li> <li>• Many areas of the District will be under construction for a long period of time, with associated issues with construction traffic, noise, and dust.</li> <li>• Still involves a degree of smaller-scale development across other parts of the District with smaller developments providing less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Smaller developments provide less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Many developments will be in locations that are a long distance from jobs, shops, services, and facilities – resulting in the likelihood of more car journeys, carbon emissions and traffic.</li> <li>• There would be a greater reliance on the need to secure financial contributions from multiple new development and greater pressure on the Council and other public sector partners to spend those contributions in the right way and at the right time.</li> <li>• Garden Villages will only be successful if significant new infrastructure, services, and facilities are delivered ahead of new homes.</li> </ul> |

**QUESTIONS**

- 24)** Do you think there are any other **advantages** to Option B (Central Triangle of Garden Villages)?
- 25)** Do you think there are any other **disadvantages** to Option B (Central Triangle of Garden Villages)?

### Option C – A133/B1033 Garden Villages

**4.28** In addition to significant growth around Harwich, and smaller scale development around villages across the District, this option proposes three new garden villages – one at Frating/Great Bromley/Hare Green (as per Options A and B), one at Weeley, and one at Thorpe-le-Soken, as part of an A133/B1033 focussed strategy, delivering improvements to the capacity of the A133 and a possible bypass around Thorpe. Other large villages with railway stations would experience a level of growth proportionate to their existing size, while medium levels of growth are also proposed at Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea.



### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of three garden villages, at Frating/Great Bromley/Hare Green, Weeley, and Thorpe-le-Soken, delivering significant levels of housing alongside key improvements to the transport network.
- Medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) to accommodate (between them) around 1,000 new homes.
- Proportionate levels of growth at medium-sized and smaller villages across the District.

- 500 new homes to be delivered through smaller developments in and around other villages in the District.

| Advantages  | Disadvantages   |
|---|---|
| <ul style="list-style-type: none"> <li>• Doesn't rely on a new garden village at Horsley Cross, which is currently not served by suitable levels of public transport.</li> <li>• Growth in the Harwich area will reflect and support the economic growth and job opportunities at Bathside Bay and Freeport sites.</li> <li>• Brings the scale of housing growth at Harwich more in line with the strategic growth already planned at Clacton and Tendring Colchester Borders Garden Community.</li> <li>• Development at scale enables a more efficient, more coordinated, and less complicated approach to the delivery and ongoing maintenance of new infrastructure – particularly schools, health facilities, transport provision and open spaces.</li> <li>• Multiple opportunities for small and medium-sized building firms, local builders as tradesman to find work.</li> <li>• New garden villages would be larger developments of between 2,000 and 5,000 homes that provide not only for development during the extended timeframe of the Local Plan to 2041, but beyond that into subsequent plan-periods.</li> <li>• The Frating/Great Bromley/Hare Green option offers the opportunity to improve north/south connectivity in the District, both through the creation of a multi-directional A120/A133 interchange, and by extending the Colchester rapid transit service to Frating and beyond, improving access, by bus, for surrounding communities and nearby rail services.</li> <li>• Maximum opportunities for young people to obtain housing in the community they've grown up in, including in the rural areas.</li> </ul> | <ul style="list-style-type: none"> <li>• Significant highway improvements would be needed at Thorpe-le-Soken, which could affect the deliverability of the Plan.</li> <li>• A Garden Village at Frating/Great Bromley/Hare Green, Weeley and Thorpe would affect a lot of residents and totally transform the existing villages – this approach would require very strong justification and overriding public benefits for existing residents.</li> <li>• Practical limits to the amount of development the Frinton, Walton and Kirby Cross area and Brightlingsea could accommodate without significantly impacting on their sensitive landscapes and local character.</li> <li>• Relying on a smaller number of much larger sites risks compromising the delivery of the overall plan if one of the proposals stalls.</li> <li>• A Garden Village in the west of the District would be very close to the TCB Garden Community and risks competing with it for house sales, potentially saturating the market and slowing the rate of development – risking housing delivery targets.</li> <li>• Many areas of the District will be under construction for a long period of time, with associated issues with construction traffic, noise, and dust.</li> <li>• Still involves a degree of smaller-scale development across other parts of the District with smaller developments providing less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Smaller developments provide less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Many developments will be in locations that are a long distance from jobs, shops, services, and facilities – resulting in the likelihood of more car journeys, carbon emissions and traffic.</li> <li>• There would be a greater reliance on the need to secure financial contributions from multiple new development and greater pressure on the Council and other public sector partners to spend those contributions in the right way and at the right time.</li> <li>• Garden Villages will only be successful if significant new infrastructure, services, and facilities are delivered ahead of new homes.</li> </ul> |

**QUESTIONS**

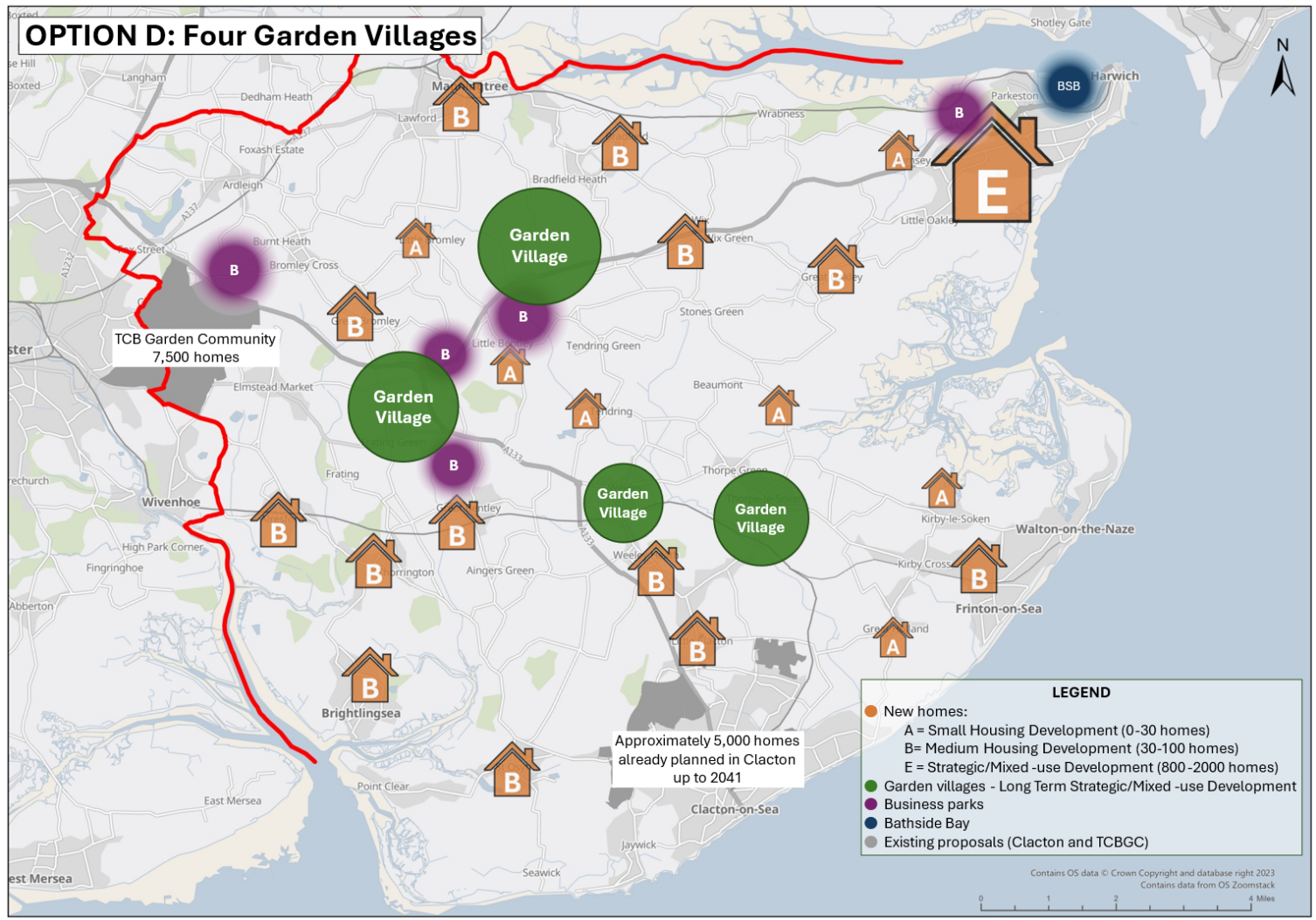


**26)** Do you think there are any other **advantages** to Option C (A133/B1033 Garden Villages)?

**27)** Do you think there are any other **disadvantages** to Option C (A133/B1033 Garden Villages)?

## Option D – Four Garden Villages

**4.29** In addition to significant growth around Harwich, and smaller scale development around villages across the District, this option proposes four new garden villages – one at Horsley Cross, one at Frating/Great Bromley/Hare Green, one at Weeley, and one at Thorpe-le-Soken. This option combines the strategy from the previous options, promoting growth on the A120 corridor towards Harwich, and the A133/B1033 corridor towards Clacton, Frinton and Walton. Other large villages with railway stations and the medium towns of Frinton and Walton; Manningtree, Lawford and Mistley; and Brightlingsea will experience moderate levels of growth.



### Headlines

- Harwich & Dovercourt Area to accommodate around 2,000 new homes in the period up to 2041.
- The establishment of four garden villages, at Horsley Cross, Frating/Great Bromley/Hare Green, Weeley, and Thorpe-le-Soken, delivering significant levels of housing alongside key improvements to the transport network and maximising the growth potential along two key transport corridors.
- Lower levels of growth in medium-sized towns (Frinton/Walton, Manningtree/Lawford/Mistley, and Brightlingsea) compared to the other options.

- 500 new homes to be delivered through smaller developments in and around other villages in the District.

| Advantages   | Disadvantages  |
|--|--|
| <ul style="list-style-type: none"> <li>• Development in and around the District's medium sized towns could be kept at a more modest scale that could be accommodated with a lower impact on their landscapes, character, and infrastructure than for some other options.</li> <li>• Growth in the Harwich area will reflect and support the economic growth and job opportunities at Bathside Bay and Freeport sites.</li> <li>• Brings the scale of housing growth at Harwich more in line with the strategic growth already planned at Clacton and Tendring Colchester Borders Garden Community.</li> <li>• Development at scale enables a more efficient, more coordinated, and less complicated approach to the delivery and ongoing maintenance of new infrastructure – particularly schools, health facilities, transport provision and open spaces.</li> <li>• Multiple opportunities for small and medium-sized building firms, local builders as tradesman to find work.</li> <li>• New garden villages would be larger developments of between 2,000 and 5,000 homes that provide not only for development during the extended timeframe of the Local Plan to 2041, but beyond that into subsequent plan-periods.</li> <li>• The Frating/Great Bromley/Hare Green option offers the opportunity to improve north/south connectivity in the District, both through the creation of a multi-directional A120/A133 interchange, and by extending the Colchester rapid transit service to Frating and beyond, improving access, by bus, for surrounding communities and nearby rail services.</li> <li>• Maximum opportunities for young people to obtain housing in the community they've grown up in, including in the rural areas.</li> </ul> | <ul style="list-style-type: none"> <li>• Significant highway improvements would be needed at Thorpe-le-Soken, which could affect the deliverability of the Plan.</li> <li>• A Garden Village at Frating/Great Bromley/Hare Green, Weeley and Thorpe would affect a lot of residents and totally transform the existing villages – this approach would require very strong justification and overriding public benefits for existing residents.</li> <li>• Relying on a smaller number of much larger sites risks compromising the delivery of the overall plan if one of the proposals stalls.</li> <li>• A Garden Village in the west of the District would be very close to the TCB Garden Community and risks competing with it for house sales, potentially saturating the market and slowing the rate of development – risking housing delivery targets.</li> <li>• Many areas of the District will be under construction for a long period of time, with associated issues with construction traffic, noise, and dust.</li> <li>• Still involves a degree of smaller-scale development across other parts of the District with smaller developments providing less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Smaller developments provide less scope to deliver new infrastructure on site, whilst still placing pressure on existing infrastructure, services, and facilities - including emergency services.</li> <li>• Many developments will be in locations that are a long distance from jobs, shops, services, and facilities – resulting in the likelihood of more car journeys, carbon emissions and traffic.</li> <li>• There would be a greater reliance on the need to secure financial contributions from multiple new development and greater pressure on the Council and other public sector partners to spend those contributions in the right way and at the right time.</li> <li>• Garden Villages will only be successful if significant new infrastructure, services, and facilities are delivered ahead of new homes.</li> </ul> |

### QUESTIONS

**28)** Do you think there are any other **advantages** to Option D (Four Garden Villages)?

**29)** Do you think there are any other **disadvantages** to Option D (Four Garden Villages)?

**ADDITIONAL QUESTION**

- 30)** Are there any alternative options or scenarios to Options A-D, above, that the Council should be considering as part of the Local Plan review?

## Settlement Development Boundaries

- 4.30** In order to ensure the location and scale of additional growth with the District accords with the Settlement Hierarchy described above, Policy SPL2 of the Local Plan establishes Settlement Development Boundaries (which are shown in red on the Local Plan maps). In general terms, development outside of defined Settlement Development Boundaries will be the subject of strict control to protect and enhance the character and openness of the countryside. However, there are certain forms of development that can and sometimes need to take place in these areas, some of which can bring about positive outcomes for the rural economy – for example to accommodate community-led affordable housing, self-build proposals, or dwellings for agricultural workers.
- 4.31** Since the adoption of the Local Plan, a number of appeal decisions suggest that the wording of Policy SPL2 can be interpreted as more permissive of developments outside the Settlement Development Boundaries than the Council intended. Consideration is therefore being given to strengthening the wording of this policy, to ensure that development outside of these Settlement Development Boundaries is not supported unless it meets the specific criteria set out in other relevant policies.

### QUESTIONS

- 31)** Do you support the Council's intention to strengthen the wording of Policy SPL2, to make it clear that development outside of Settlement Development Boundaries is not supported unless it satisfies the specific criteria set out in other relevant policies?

## Sustainable Design

- 4.32** The final part of the Sustainable Places chapter of the Local Plan deals with design criteria for new development. Policy SLP3 has three parts:
- **Part A** sets out the criteria for ensuring development is well designed and relates well to its surroundings, addressing areas such as scale and massing, materials, skylines and boundary treatments;
  - **Part B** ensures that practical requirements such as access, movement around the site, crime reduction, refuse management and overshadowing are adequately addressed; and
  - **Part C** ensures that any potential impacts on surrounding uses and/or the local environment are identified, and measures are put in place to ensure any adverse impacts are minimised.
- 4.33** While the policy remains broadly relevant and appropriate, consideration may be given to focussed amendments to reflect evolving national policy – such as the new focus in the NPPF on ensuring streets are tree-lined and that opportunities are taken to incorporate trees elsewhere in new developments.

## QUESTIONS

- 32)** In respect of the design, practical requirements and compatibility of new development, is there anything the Council could do to improve its planning policies and secure better-quality development in the future?

## 5 Healthy Places

- 5.1** The Healthy Places chapter of our Local Plan includes policies that address health and wellbeing, community facilities, and open spaces for recreation and active lifestyles. Many of the issues addressed in this chapter are closely related to policies elsewhere in the Local Plan, particularly around designing high quality new communities, and creating multi-functional green spaces that provide tangible benefits to both people and nature.

### Improving Health and Wellbeing

- 5.2** Tendring's population is growing with an increasing percentage of residents of 65 years of age and above, well above the national average. Some of Tendring' communities are in the 20% 'most deprived' in the country with poor health being a particular concern. Although the Council is not directly responsible for providing GP, medical and other health services in our district, it works in close partnership with the NHS and other bodies so that measures are put in place to ensure that growth in the population and new developments in our communities are planned in a way that promotes healthy lifestyles, tackles deprivation and that are supported, as necessary, by a modern and efficient health service that meets the needs of both existing and future residents. This is not an easy task given the pressures facing health services across the country, but through rapid advancements in medical science and technology it is essential both for existing and future generations to collaborate with the NHS and others to promote innovation and embrace new ways of providing healthcare that aren't necessarily what people are used to now.
- 5.3** The way new communities and new developments are designed should have a significant positive impact on people's health – including the level of physical activity residents participate in. It is important that the Local Plan requires new development to be planned from the outset with health considerations in mind. New guidance and best practice are emerging all the time, which will assist developers in considering these factors and ensure their proposals maximise the opportunities for improving residents' health and wellbeing.
- 5.4** Policy HP1 in the Council's existing Local Plan, which seeks to improve health and wellbeing, remains broadly up to date, and has been successful in securing developer contributions towards key health infrastructure – including the expansion of doctors' surgeries. But this review gives an opportunity to strengthen the approach even further to improving the quality of life experienced across the District with participation in physical activity at any level and access to green spaces being two key elements of improving peoples physical and mental health.

### Multifunctional Open Green Space, Sports and Recreation Facilities

- 5.5** Access to multifunctional open green space, sports and recreational facilities is recognised as having far reaching positive impacts, and the Council works collaboratively

with our partners in health and sport to address the issues of poor physical and mental health.

- 5.6** Policies HP3, HP4 and HP5 from the Council's existing Local Plan are a group of policies which collectively address green infrastructure, safeguarded open spaces, and sports and recreation facilities. These policies are likely to require a full update as part of the Local Plan review process, to ensure they properly reflect the latest evidence of need and the Council's strategy for delivering and managing open spaces and sports and recreation facilities. The issues covered by these policies are very closely linked, particularly when it comes to delivering facilities as part of new developments, so it will be most effective to update them as a group rather than individually.

### **New developments**

- 5.7** The Local Plan aims to ensure new developments provide a variety of inclusive multifunctional green spaces that enable physical activity for all. These spaces can incorporate play equipment, open areas for informal games and sports, walking and cycling paths, outdoor gym equipment and many other facilities. These spaces should be sited in locations that are safely accessible to those wheeling, walking and cycling and, where practicable, should ensure connectivity along green infrastructure corridors.
- 5.8** For smaller developments, it is often appropriate for developers to incorporate areas of open space within the development and to make a financial contribution towards the enhancement or upgrading of nearby play equipment or sports facilities. For larger developments, however, the creation of high quality, flexible spaces that include a diversity of facilities such as games areas, play equipment, skate parks, gym equipment etc. are more likely to be appropriate. The Local Plan will need to make it clear to developers how much and what kinds of provision are likely to be required as part of their proposal, and these requirements will need to be supported by strong evidence.
- 5.9** A number of guidance documents have been produced nationally that explain how new developments can maximise the opportunities to promote healthy and active lifestyles. As part of the Local Plan review, the Council is considering how the Local Plan might best signpost developers to these documents to ensure new developments create active environments.
- **Active Design Guidance** (Sport England)
    - sets out a comprehensive approach to planning and development that prioritizes physical activity and well-being;
    - emphasises the creation of spaces and environments that encourage movement, providing opportunities for increased activity levels;
    - addresses disparities in activity levels among different demographic groups and aims to make physical activity enjoyable and easily incorporated into daily lives.
  - **Building for a Healthy Life** (Homes England and NHS England)
    - serves as a Design Code to enhance the design of new and expanding neighbourhoods;
    - designed to be accessible to a diverse audience, including local communities, councillors, developers, and local authorities;



- enables focused discussions on crucial aspects of creating ‘liveable places’;
- supports local communities in establishing clear expectations for new developments by providing easily understandable considerations.

**5.10** Active environments are spaces designed to promote physical activity, extending beyond traditional sports and formal exercise. They aim to inspire a wide range of physical activities, including active travel, children's play, outdoor leisure, and various opportunities that foster an active lifestyle. The places where we live, work, travel, and engage in recreational activities can significantly influence people's choices regarding physical activity. New developments can be designed in such a way that short trips can easily be taken on foot or by bike, which increases activity levels, improves air quality, and limits traffic congestion. Active environments can enhance both physical and mental wellbeing.

**5.11** Green infrastructure (natural open spaces) and blue infrastructure (bodies of water) are closely linked with environmental policies, particularly around biodiversity and climate change – and these policies are discussed in the Protected Places chapter later in this document.

### **Safeguarded Spaces**

**5.12** The adopted Local Plan identifies a large number of open spaces within the District that it designates as ‘safeguarded open space’, and development in these areas will not generally be supported. However, a higher level of protection called ‘Local Green Space’ can also be designated for certain areas, where they meet certain criteria set out in national policy.

**5.13** National Planning Policy states that Local Green Space designation should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;
- b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- c) local in character and is not an extensive tract of land.

**5.14** As part of the Local Plan Review, the Council may consider whether any specific open spaces within the District require this higher level of protection.

### **QUESTIONS**

- 33)** What measures do you think the Council should be prioritising through the Local Plan to enable residents to live healthier, more active lives?
- 34)** What practical measures could the Local Plan require developers to provide that would increase the use of active means of travel (such as walking and cycling)?

- 35)** In respect of promoting healthy and active lifestyles, is there anything else the Council could do to improve its planning policies and secure better-quality development in the future?
- 36)** Are there any specific areas of open space within the District that require an even higher level of protection than it is given by the current Local Plan?

### Community Facilities

- 5.15** Community facilities (sometimes referred to as community assets) provide for health and wellbeing, recreational and leisure and education and culture. They can include for example, local shops, meeting places, open space, community halls, libraries, museums, arts venues, post offices, public houses, places of worship, sports venues, health and fitness facilities, swimming pools and other facilities of community value. They are a key part of sustainable communities and contribute to their self-reliance.
- 5.16** The Local Plan includes a policy that seeks to prevent development that would result in the loss of a community facility, except in circumstances where replacement facilities are provided or where it is demonstrated there is no longer a need for that facility. The review of the Local Plan might provide an opportunity to add clarity around what evidence might be appropriate to justify such a loss.
- 5.17** The policy also requires new developments to support or enhance community facilities. In some cases, improving existing facilities can add more value to the local community than building new ones, whereas in other situations new community facilities are more appropriate. In either case, new or existing facilities should be located in the best place for those accessing them via walking, wheeling and cycling, or by using public transport.

### QUESTIONS

- 37)** What could the Council do to improve the protection given to community facilities through the Local Plan?
- 38)** Do you have any thoughts about the proposal to add clear guidance on what evidence would be required to justify the loss of a community facility?

### Cemeteries, Crematoriums and Burials

- 5.18** The Local Plan includes land for the expansion of Weeley Crematorium and a number of cemeteries within Policy HP4 – Safeguarded Open Space. As part of the Local Plan

review, it might be appropriate to include a new policy specifically to address the need for cemeteries, crematoriums and other kinds of burial. In addition, for allowing land to expand existing provision, the policy could support and encourage the provision of new burial places as the need arises and provide guidance or criteria that proposals would be required to meet.

### QUESTIONS

- 39)** Would you like to see provision of land for different types of burials (e.g. natural sites) as well as ongoing traditional provision via church yards and crematoriums? What provision is needed?

## 6 Living Places

### Housing Supply

- 6.1** To meet its objective of providing new dwellings with a variety of sites, size, types, tenure, the Living Places chapter of the Local Plan sets out policy requirements relating to the delivery of new housing.
- 6.2** In light of the new Government’s ambitious target to deliver 1.5 million new homes over the next five years, and the mandatory housebuilding target for Tendring published in December 2024, the need for new housing over the extended period of the Local Plan to 2041 is likely to be in the region of 7,000 – 8,000 additional homes on top of the nearly 10,000 that are either already planned for through the current Local Plan or are already under construction or with planning permission. Policy LP1 in the Local Plan and its supporting text will need to be updated as part of the Local Plan review to reflect the most up-to-date position with regards to the housing requirement along with the location and supply of land required to meet that requirement.

### Housing Choice

- 6.3** As well as planning to meet the future housing needs within the District and identifying enough land to meet the total number of homes required, the National Planning Policy Framework requires councils to plan for a mix of new housing within those numbers based on current and future demographic trends, market trends and different groups within the community. The Council’s current Local Plan seeks to achieve this through Policy LP2 which requires larger residential developments to include a mix of dwelling sizes, types and tenures.
- 6.4** The Council’s policy currently gives particular support for the development of bungalows, retirement complexes, extra care housing, independent living, starter homes and self-build housing – to ensure the future needs of older and disabled residents can be met and to enable people to design and build their own homes in appropriate locations.
- 6.5** An initial review of this policy suggests that its format and wording can be carried forward into the updated Local Plan broadly unchanged – but there may be scope to strengthen the wording, and to ensure that it is consistent with up-to-date evidence produced as part of the Local Plan review.

### QUESTIONS

- 40)** Should the Council be doing anything more to promote a mix and variety of new housing type, sizes and tenures as part of new residential and mixed-use developments?

## Housing Layout and Density

- 6.6** It is important that the density of housing development promotes a good quality of life for its resident, taking into account the context of the area and the needs of different people who might live there. Policy LP3 sets out the factors that must be considered when determining the density of new residential and mixed-use developments, as well as the requirements for adaptable and accessible dwellings to meet the needs of disabled people. These factors include:
- Accessibility to local services;
  - The Government's latest technical housing standards;
  - The required housing mix;
  - The context and character of development in the immediate area;
  - The need for appropriate transition between built development and the open countryside; and
  - On-site infrastructure requirements.
- 6.7** Across our district there is a pattern of low-density development, and many new developments in recent years have sought to reflect this characteristic. However, there are several advantages associated with well-designed higher-density development that can lead to high quality places to live. By focussing a larger number of dwellings towards one location it is possible to provide better access to services and facilities, and create vibrant, walkable neighbourhoods that provide a high quality of life to future residents. It is often possible to secure more significant improvements to infrastructure and community facilities from developers building a higher number of homes, as the number of people living in these communities justify the creation of new services such as schools. Additionally, higher densities could enable the Council to plan for the number of homes required over the coming years using less agricultural land and having a smaller impact on the countryside.
- 6.8** An important consideration when determining a Planning application for new residential development is the layout of proposal. The Local Plan's approach to the layout of new housing development is set out in Policy LP4. The policy contains a number of criteria for new residential and mix-use developments, covering issues such as open space and green infrastructure; drainage; crime and anti-social behaviour; highways impact; and the needs of future occupants.
- 6.9** It may be necessary to update this policy as part of the Local Plan review, to ensure that it is consistent with the latest guidance provided nationally and in the Essex Design Guide. In particular, there are requirements in this policy that relate to biodiversity (such as maximising green infrastructure, and sustainable water management strategies), and this will need to be consistent with the legal requirements around biodiversity net-gain and any additional requirements the Local Plan might introduce in the Protect Places chapter (discussed later in this document).
- 6.10** The policy also requires a percentage of dwellings on large developments of 10 or more dwellings to meet specific standards of adaptability and accessibility, and a further percentage to meet wheelchair-user standards – to ensure new development meets the needs of disabled people. These standards are set out in building regulations.

- 6.11** It has been suggested that the scope of the policy could be broadened to include other standards that new housing must meet, such as carbon emissions and climate resilience, as well as aspirations around designing for healthy, inclusive and active lifestyles (referencing guidance from Sport England, the Essex Design Guide, and Homes England.) Alternatively, these requirements and those around accessible dwellings could be included elsewhere within the Plan, and this policy could be narrowed to refer specifically to housing density.

### QUESTIONS

- 41)** Should the Council consider promoting well designed, higher-density developments, in order to minimise the loss of agricultural land and to promote good access to services and facilities?
- 42)** Could the Council do anything more to achieve better layouts for new housing and mixed-use developments?
- 43)** Do you think the scope of these policies ought to be increased to include other standards that should apply to new residential developments, or should these be addressed elsewhere in the plan? What other standards could be included as part of this policy?
- 44)** Should the requirements around accessible and adaptable dwellings be incorporated within a different policy within the Local Plan? Which one?

### Affordable Housing

- 6.12** Affordable housing is often raised as one of the most important issues among residents when considering new housing developments within the District. The requirement set out in Policy LP5 to seek 30% affordable housing on new developments was supported by a viability assessment undertaken when the Local Plan was first prepared. It is understood that there is still an acute need for affordable housing within the District, and as part of the Local Plan review the Council will review the wording of this policy with the aim of maximising the delivery of affordable housing in order to meet the needs of lower-income households.
- 6.13** In addition to seeking affordable housing as part of the housing mix on large developments, the Local Plan also includes a policy to support the delivery of affordable housing in more rural locations, close to existing settlements. Proposals for predominantly affordable housing can be permitted if they are supported by evidence of need within the Parish, have the backing of the parish or town council, and satisfy additional criteria within the Policy.

## QUESTIONS

- 45) Do you support the Council's intention to seek to maximise the number of affordable homes secured through developer contributions?
- 46) What else could the Council do to increase delivery of affordable housing across the District?

### Self-Build and Custom-Built Homes

- 6.14 Self-build and custom housebuilding covers a wide spectrum, from projects where individuals are involved in building or managing the construction of their home from beginning to end, to projects where individuals commission their home, making key design and layout decisions, but the home is built ready for occupation. Supporting the delivery of self-build and custom housebuilding is a priority for the Government, and this type of development can make an important contribution to meeting the District's housing requirement. The existing self-build policy in the Local Plan, LP7, allows for these small-scale developments to take place outside Settlement Development Boundaries (where new housing would not normally be supported) if certain criteria are met. These proposals are allowed with 600m of the edge of areas defined as urban settlements, and within 400m of areas defined as rural service centres. In order to facilitate a greater number of self-build opportunities to come forward, this policy could be amended to allow this kind of development near smaller rural settlements as well, particularly in light of the fact that self-build proposals are usually for small scale and high-quality developments.
- 6.15 The Council may also consider amending the policy to require a specific percentage of homes on larger residential developments to be made available as self-build or custom-built housing, in a similar way that a percentage of affordable housing is required through Policy LP5.

### QUESTIONS

- 47) Do you agree that the policy should be extended to also allow self-build development near to smaller rural settlements?
- 48) Should the Council consider requiring developers to include plots of land for self-build homes as a percentage of major residential developments?
- 49) What else could the Council do to encourage and support self-build and custom housebuilding?

### Gypsy and Traveller Sites

- 6.16 The national Planning Policy for Traveller Sites 2015 remains broadly unchanged since the adoption of the Local Plan, except for a modification to the definition of 'gypsies and travellers' in Annex 1 of the document. The Local Plan contains a policy relating to Gypsy and Traveller Sites which establishes a set of criteria against which proposals for new sites will be assessed. These requirements have been used successfully when determining Planning Applications, and the Council does not expect them to require updating.
- 6.17 The updated Local Plan will be informed by an updated Gypsy and Traveller Accommodation Assessment. This piece of evidence will look at the existing provision of gypsy and traveller pitches in the District, and the projected need for new pitches in the period up to 2041. If this piece of evidence identifies a need for additional, the Local Plan might need to allocated land for this purpose – in which case the policy will need to be updated.

### QUESTIONS

- 50) Do you agree with the proposed approach to retain the existing criteria for determining Planning Applications, and only allocating additional land for gypsy and traveller sites if the evidence identifies a need within the District?
- 51) If not, what other approaches should be considered?



## Care and Assisted Living, HMOs and Bedsits

**6.18** The adopted Local Plan contains policies about special kinds of accommodation, such as care homes and independent assisted living, and HMOs and bedsits. These policies are broadly up to date, but focussed changes might be necessary, specifically:

- To make it clear that extensions to care homes are generally supported by the Local Plan, where suitable accessibility and access to services is demonstrated and subject to the requirements of other policies in the Local Plan;
- To reflect current best practice and latest practices in the care sector and with those responsible for specialist housing and supported accommodation; and
- To ensure that the parking requirements for HMOs and bedsits are consistent with the most up to date Essex Parking Standards (produced by the Essex Planning Officers Association and endorsed by TDC).

### QUESTIONS

- 52)** What more could the Council do to ensure the Local Plan meet the needs of people requiring specialist accommodation in the District?

## 7 Prosperous Places

- 7.1** The Prosperous Places chapter of the Local Plan sets out policies relating to the local economy – particularly retail and commercial development; tourism; improving education and skills; and regeneration. Tendring has a diverse economy, with employment across a range of sectors, and the Local Plan seeks to promote economic growth that serves the needs of existing residents and businesses as well as creating new opportunities.

### Retail and Town Centres

- 7.2** Town centres act as key locations for a diverse range of uses such as retail, leisure, commercial, office, tourism, cultural activities, community facilities, and also provide an important, sustainable location for housing.
- 7.3** National policy requires councils to support the role that town centres play at the heart of their communities, and to pursue policies to promote their viability and vitality. This is reflected in the Local Plan's strategic objectives, and the policies at the beginning of this chapter seek to achieve this. New retail development will generally be encouraged and permitted within town centres, and these 'Primary Shopping Areas' are designated on the Local Plan's maps. Within these areas, the use of ground floor shop units will be restricted to uses within the nationally defined 'Use Class E' – which sets out appropriate town centre uses.
- 7.4** The Town Centre First Principle requires applications for main town centre uses to be in town centres, then in edge of centre locations and, only if suitable sites are not available should out of centre sites be considered. New retail developments in out of centre locations require an impact assessment if the proposed floorspace is over certain a certain threshold, which will look at the effect of the proposal on nearby town centres.
- 7.5** In addition to focussing new retail development towards existing town centres, the Local Plan also seeks to meet the needs of villages and local neighbourhoods, by supporting proposals for new retail development proportionate to their size and by limiting the loss of existing retail provision.

### QUESTIONS

- 53)** In addition to directing new retail development towards town centres, are there any other ways the Council's Local Plan could support the vitality of the District's towns?
- 54)** In addition to restricting development that would result in the loss of retail facilities, what else could the Local Plan do to support communities living in villages and neighbourhood centres to be able to meet their day to day needs locally?

## Employment Sites

- 7.6** The Local Plan designates two types of sites for employment and commercial uses:
- Existing **Employment Sites** – which Policy PP6 seeks to retain to continue to provide for the employment needs of the District; and
  - **Employment Allocations** – which Policy PP7 promotes as suitable locations for new employment uses.
- 7.7** In reviewing the Local Plan, the Council will commission a review of the District's Employment Land. The purpose of this study will be to quantify the current levels of existing and already planned employment floorspace within the District, and to determine the amount of additional land and more suitable employment sectors that may be required to extend the Local Plan to cover the period to 2041. It is anticipated that future growth in the District will be closely linked to the designation of Freeport East, and that future employment allocations will need to take full advantage of the opportunities this designation offers. As a result, any additional allocation of land for employment development is likely to be focussed around the A120 corridor between Harwich and Colchester.

### QUESTIONS

- 55)** In what ways should the Local plan should seek to maximise the opportunities presented by Freeport designation?

## Tourism

- 7.8** Tourism is worth almost £414 million to Tendring District's economy, with the industry responsible for around 9,000 jobs. A significant proportion of new jobs in our district could come from tourism if the right action is taken by providing an appropriate range of tourist attractions and holiday accommodation. The Local Plan contains policies which promote new tourism development proposals that would help to improve the tourism appeal of the District to visitors, as well as supporting the creation of additional accommodation such as hotels, guesthouses, camping and caravanning sites, and holiday parks.
- 7.9** Policy PP8 gives examples of the kind of new tourism development proposals that may be supported, with a particular focus on the District's pleasure piers, amusement parks and holiday parks; water-based leisure activities; farm diversification schemes; high quality restaurants and cafes; and outdoor recreation.
- 7.10** In addition to supporting new tourism-related development, the Local Plan also seeks to protect existing tourist accommodation. Specifically, Policy PP9 seeks to retain existing hotels and guesthouses within defined town centres and along the seafront of the District's coastal towns, and development proposals that would result in the loss of these facilities will not be supported. Similarly, Policy PP11 provides protection to holiday parks, preventing redevelopment of 'safeguarded sites' for alternative uses either in part or in

whole. On sites that aren't specifically designated as safeguarded on the Local Plan's map, redevelopment will only be allowed in certain circumstances – and importantly where the proposals will not materially harm the provision of tourist accommodation in the District.

### QUESTIONS

- 56) Do you think the Local Plan provides enough flexibility to support development that will boost the District's tourism economy?
- 57) Is it still appropriate to seek to protect all of the District's holiday parks from redevelopment or change of use towards residential?

### Rural Economy

7.11 The thrust of local and national Planning policy is to direct new jobs to existing built up areas and centres of employment. However, it is important to recognise that the District's rural areas make an important contribution to the overall economy, so the Local Plan makes provision for certain kinds of development to come forward in the countryside – subject to detailed consideration of the wider impacts. The following types of development are specified in Policy PP13:

- The conversion or re-use of rural buildings in the countryside to employment, leisure, or tourism uses;
- Business and domestic equine related activities;
- Agricultural and key workers' dwellings; and
- Buildings that are essential to support agriculture; aquaculture; horticulture and forestry; and farm diversification schemes.

### QUESTIONS

- 58) Are there any other forms of development that would be appropriate in the countryside to benefit the rural economy, which should be specifically supported by the Local Plan?

## 8 Protected Places

- 8.1** The Protected Places chapter of the Local Plan seeks to preserve and enhance the District's natural and historic environments, minimise the risks associated with flooding and coastal erosion, and address issues related to climate change – particularly through promoting low-carbon energy and water-efficiency, and mitigating the impacts of the changing climate. In addition, there are policies which seek to protect the character of individual settlements by designating 'strategic green gaps' (to avoid towns or villages coalescing into one larger settlement), and which address specific areas within the District that require bespoke policies to protect them.
- 8.2** Many of the policies in this chapter are performing well and will require little updating as part of the Local Plan review. However, in recent years significant changes have occurred in the way new developments can respond to and mitigate against climate change, and so additional policies are likely to be required in that area.

### Climate Change

- 8.3** In 2019, the Council declared a climate emergency – and the adopted Local Plan includes policies which seek to promote renewable energy generation and energy efficiency measures.
- 8.4** Carbon emissions in the built environment fall into two broad categories - those that arise from the use or occupation of a building (known as *operational carbon*), and those associated with the processes and materials used in the construction and eventual disposal of buildings (known as *embodied carbon*). Together, both operational carbon emissions and embodied carbon emissions form the *Whole Life Carbon* impact of a development.
- 8.5** Carbon emissions from the use and occupation of buildings in the UK is estimated to account for 23% of the country's greenhouse gas emissions, and this is even higher when you include embodied carbon emissions. The UK has a statutory target to reduce greenhouse gas emissions to net zero by 2050 (as set out in the Climate Change Act 2008). The Climate Change Act sets a further legal target of a 78% reduction in emissions by 2035. The Government's Climate Change Committee has warned that the UK is off target and rapid and deep cuts to emissions must be made in all sectors.
- 8.6** It is important that new development is built to be net zero carbon in operation from the beginning, and to minimise embodied carbon emissions through all stages of a building's life. For a building to be net zero carbon in its operation it must be an ultra-low energy building that meets high energy efficiency standards, does not use fossil fuel and maximises renewable energy generation. Retrofitting buildings to reduce their carbon emissions is much more disruptive, costly and time consuming than designing buildings to be net zero carbon in the first place.
- 8.7** In Essex, there is a target for all planning permissions for new buildings to be net zero carbon by 2025, which is included within Essex County Council's Climate Action Plan.

Practical design advice is provided in the Essex Design Guide, which focuses on how to design developments (of all types and sizes) to meet net zero carbon and energy standards, mitigate potential overheating risk and to address other related sustainability issues. The aim is to ensure new developments mitigate, adapt and are resilient to a changing climate.

- 8.8** The adopted Local Plan currently sets out the requirements for new renewable energy generation schemes and the energy efficiency measures required in other kinds of development. However, there is an opportunity (as part of the Local Plan review) to introduce new policies that promote net zero carbon in new development. These policies will need to both reflect current technologies and best practice and also be flexible enough to be able to accommodate the rapid speed at which technology is evolving and improving.

### QUESTIONS

- 59)** Could the Council do anything more, through the review of the Local Plan, to support the retrofit of existing buildings to improve their energy efficiency?
- 60)** What measures should the Council consider to ensure new developments mitigate, adapt, and are resilient to a changing climate?
- 61)** In what ways could the requirements of the Local Plan be strengthened in order to meet local and national targets around net zero development?

### Biodiversity and Geodiversity

- 8.9** Planning law surrounding biodiversity has changed significantly since the Local Plan was adopted. Biodiversity net gain (BNG) is a way of creating and improving natural habitats, making sure development has a measurably positive impact ('net gain') on biodiversity, compared to what was there before development. It is now a legal requirement for many types of developments to deliver at least 10% BNG, and the Council has put processes in place to properly assess and monitor this requirement.
- 8.10** As part of the Local Plan review, it will be necessary to consider whether the existing policy for biodiversity is still adequate or whether it requires updating to best reflect the new legislation and to meet the Council's objective to enhance the quality of the natural environment.
- 8.11** The Council may wish to set out local priorities and strategies that developers will be required to take into account when delivering BNG, such as locally important habitats and the Local Nature Recovery Strategy. This will help to ensure that BNG contributes to wider nature recovery plans as well as local objectives, and that the right habitats are provided

in the right places. The Local Plan may also be able to allocate specific sites that developers can use to deliver BNG, where it is not possible to fully meet the requirements on a particular development site.

- 8.12** A key priority for the Local Nature Recovery Strategy and BNG is to connect existing areas of habitat. By creating networks of green infrastructure (on land) and blue infrastructure (rivers and waterways), the wildlife that occupy them and the habitats themselves can be supported to improve and thrive. This ambition is reflected in Objective 8 of the Local Plan, which seeks to provide a network of interconnected multi-functional natural green and blue spaces which secures a net gain in biodiversity.”
- 8.13** By developing the Local Plans policies around biodiversity and nature recovery, there will also be a greater opportunity to link BNG with other strategic objectives identified through the Plan, such as recreation and health, flood risk, active travel, and ensuring suitable adaptation and mitigation to effects of climate change.
- 8.14** The BNG legislation requires new developments to achieve *at least* 10% biodiversity net-gain, and some authorities have set requirements through their Local Plans to secure a greater increase of 20% or 25%. The Essex Local Nature Partnership has recommended that 20% BNG is a suitable policy target for authorities in Essex, and there is the possibility that, with appropriate evidence to justify the policy and demonstrate its viability, the updated Local Plan could also seek to secure greater environmental gains from new development that takes place in the District.
- 8.15** Policy PPL5 of the adopted Local Plan seeks to ensure that all new development makes adequate provision for drainage and sewerage and includes sustainable drainage systems. Some of the requirements of this policy overlap with the aims of biodiversity net-gain, and it may be appropriate to incorporate relevant areas into a new or updated biodiversity net gain policy.

## QUESTIONS

- 62)** In what ways could the Local Plan seek to improve the connectivity of the District’s blue and green infrastructure?
- 63)** Are there any sites within the District that the Council should consider allocating for the creation of new wildlife habitats?
- 64)** Rather than specifically allocating sites for nature recovery, are there other ways of increasing green and blue infrastructure connectivity?
- 65)** Do you support the ambition to seek greater than 10% biodiversity net gain (BNG) from new developments?

- 66)** Are there any other ways in which the Council, through the Local Plan, can help to achieve and deliver biodiversity net gain?

### Flood Risk, Coastal Protection Belt and the Rural Landscape

- 8.16** The Local Plan includes policies that seek to protect the natural environment and ensure that new development is in suitable locations that do not make it vulnerable to flooding or other environmental risks.
- 8.17** Policy PPL1 in the adopted Local Plan sets out the requirements for development within a flood zone (which includes flood zones 2 and 3 as defined by the Environment Agency). The Strategic Flood Risk Assessment for the District will need to be updated as part of the Local Plan review, but the Policy requirements are performing well and should not require any significant changes.
- 8.18** Policy PPL2 in the adopted Local Plan designates certain areas of the District as Coastal Protection Belt and seeks to protect the open character of the undeveloped coastline by preventing new development in these locations. This policy has been effective at resisting inappropriate development and could be carried forward into the updated Local Plan relatively unchanged, but it may be necessary to review the boundary of the Coastal Protection Belt to ensure it remains appropriate and considers any new land allocations that may come forward as part of the Local Plan review process.
- 8.19** Policy PPL3 in the adopted Local Plan sets out how the Council will protect the rural landscape from any development that will cause overriding harm to its character or appearance. Since the adoption of the Local Plan, national planning guidance has been updated and now requires Local Plans to demonstrate how they will contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils, recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services.
- 8.20** Whilst the Council's Landscape Character Assessment must be updated, it is considered that these Policies are working well and need little in the way of updating.

### QUESTIONS

- 67)** Is there any more the Council should do, through the review of the Local Plan, to ensure new development is resilient to flood risk?
- 68)** What more could the Local Plan do to protect the character of our coastal and rural landscapes?



## Strategic Green Gaps

- 8.21** Strategic Green Gaps are an important designation in the adopted Local Plan which seek to prevent specific settlements slowly growing and coalescing. They enable villages and towns to retain their separate identities and ensure the long-term separation of those settlements. The existing Strategic Green Gaps designated in the Local Plan are based on up-to-date evidence that was found to be sound when the adopted Local Plan was examined in 2020, and it is one of the ‘guiding principles’ of this review that the Strategic Green Gaps won’t be reduced. Strategic Green gaps exist around the edge of Clacton, between Kirby Cross and Kirby-le-Soken, between Dovercourt and Great Oakley, and on the edge of Manningtree.
- 8.22** Since the adoption of the Local Plan there have been key examples of development proposals being successfully resisted by the Council because they fall within areas protected by the Strategic Green Gap designation, and the wording of the policy has been found to be effective.
- 8.23** There may, however, be the need for additional or extended Strategic Green Gaps – for example to the east of the Tendring Colchester Borders Garden Community to ensure the continued separation of this new development from Elmstead Market village.

### QUESTIONS

- 69)** Do you agree that the existing Strategic Green Gaps designated in the Local Plan provide sufficient protection to prevent the coalescence of settlements?
- 70)** Are there gaps between other settlements which could benefit from the protection of a Strategic Green Gap?

## The Historic Environment

- 8.24** Policies within the Historic Environment section of the Local Plan set out the requirement to protect and enhance heritage assets within our district. These policies cover the impact of new development on archaeological remains, designated Conservation Areas, as well as Listed Buildings and their setting.
- 8.25** The Council has, over the past few years, been undertaking a thorough review of our Conservation Area Appraisals. This has been an extensive process that has involved public consultation with those who live and work within Conservation Areas in Tendring. The work is nearly finished, with a number of updated appraisals due to be formally adopted by the Council. The new Conservation Area Appraisals will provide a valuable

tool for determining Planning Applications that might impact the historic environment and will give developers and homeowners greater clarity around the types of development that might be appropriate within these areas.

- 8.26** The policies in the adopted Local Plan have been effective in allowing the Council to ensure development meets the objective of protecting the District's historic environment and it is considered that they could be carried forward unchanged into the updated Local Plan.
- 8.27** Two areas within the District have specific policies designed to protect their special and unique characters: The Avenues area in Frinton (PPL11), and The Gardens area in east Clacton (PPL12). These policies have been effective in preserving the character of these areas, and it is not expected that any updates will be required in this review.

### QUESTIONS

- 71)** Should the Council be doing anything more through the Local Plan to preserve and enhance the historic environment within Tendring?

## 9 Connected Places and Delivering Infrastructure

- 9.1** The adopted Local Plan contains two chapters that discuss connectivity (specifically sustainable travel, the transport network, and telecommunications) and delivering infrastructure. Many of the issues relevant to these policies have been discussed in previous chapters in the document.
- 9.2** The Council understands that the delivery of new homes and jobs needs to be supported by necessary infrastructure, including a wide range of transport options, utilities, and community facilities. As part of the Local Plan review, the Council will commission an Infrastructure Delivery Plan (IDP), which will sit alongside the Local Plan and provide specific details on the main items of infrastructure required for larger development, when they are likely to be provided and who will pay for them.
- 9.3** The broad categories of necessary infrastructure that will be covered in the IDP include:
- Water and drainage - water supply, wastewater, flood risk management and resilience, and water quality.
  - Energy - electricity, gas and renewable energy.
  - Communications - broadband coverage and provision.
  - Leisure and green infrastructure - sport, open space and community facilities.
  - Education - early years and childcare, primary, secondary, further education, and higher education.
  - Health - hospitals, health centres, GP surgeries, dentists, public health and preventative health care.
  - Transport - highways, cycle and pedestrian facilities, rail, bus, park and ride, travel management and car parking.
- 9.4** Infrastructure and community facilities are mainly provided by partner agencies and service providers, such as water and energy provision by the utility companies; highways and social services by Essex County Council; education by a range of public and private sector providers; healthcare services and facilities by NHS bodies. The IDP will need to identify the different investment and development time scales for these providers, allowing us to work with them to help deliver a co-ordinated approach to new infrastructure delivery. Developers are expected to contribute towards providing appropriate infrastructure, including both on-site costs and strategic off-site infrastructure costs.
- 9.5** A resilient, reliable, efficient, and safe transport network that provides for the movement of people and goods is necessary to support development, improve productivity, enable economic growth and allow everyday activity. Essex County Council, which is the highway and transportation authority, is seeking to decarbonise the transport network and deliver a step change in sustainable travel across the county, by growing passenger transport and active travel; and by supporting the move towards net zero, climate resilient developments, including new garden communities, and by delivering well connected neighbourhoods for the future.

- 9.6** The planning system can help to actively manage patterns of growth by focussing on locations which are or can be made sustainable, through offering a genuine choice of transport modes and supporting good design. This will contribute to reducing congestion and emissions and improving air quality and public health. The location and design of developments and how well active travel and public transport services are integrated influences the opportunity for short journeys to be made on foot, cycle or by public transport, helping to reduce transport impacts.
- 9.7** Everyone needs to have access to transport infrastructure to participate in the economy. Transport investment is essential to:
- improve business efficiency, notably by travel time savings, improving journey time reliability and travel quality;
  - stimulate business investment and innovation by supporting economies of scale and new ways of working;
  - agglomerate economies bringing firms closer (in space or time) to other firms or workers in the same sector;
  - improve labour market efficiency, enabling firms to access a larger labour supply, and wider employment opportunities for workers and those seeking work;
  - create business confidence in the long-term capacity of the local area to accommodate their strategic ambitions;
  - increase competition by opening access to new markets, principally by integration of world markets; and
  - increase domestic and international trade by reducing trading costs.
- 9.8** To respond positively to new ways of working, contribute to addressing the impacts of climate change and to provide less car orientated places, transport planning is shifting towards a vision lead approach which helps to create places for people, built around a healthy, safe, prosperous and carbon neutral vision for our new communities. It will consider the relationship between travel patterns and behaviour, broader land use, digital and energy systems.
- 9.9** In recent years, major improvements in computer and mobile phone technology have radically changed the way business is carried out and how people shop, learn, and socialise. Many more people choose to work from home since the pandemic, and communications technology has become essential for businesses and a fundamental part of everyday life. Telecommunications and digital infrastructure technologies are evolving rapidly, and developers will need to ensure that new development is provided with access up-to-date, high quality digital infrastructure including fibre and wireless services.
- 9.10** The Council will need to consider whether its policies are up to date and compliant with national planning policy, and it may be necessary to update policies in these chapters to ensure they reflect most recent guidance and best practice about infrastructure provision in new developments.

## QUESTIONS

- 72)** In what ways could the Local Plan seek to promote greater use of sustainable modes of transport i.e. walking, cycling and public transport?
- 73)** Could the Council do anything more, through the review of the Local Plan, to ensure the design and location of new developments support residents to be less reliant on private vehicles?
- 74)** What new infrastructure do you think is needed in Tendring to support existing communities and any future development?
- 75)** What other changes, if any, should the Council consider making to policies relating to travel, telecommunications, and other kinds of infrastructure delivery?

## 10 Other matters

- 10.1** This document has sought to cover the issues and options that the Council considers are most pertinent to the review of the Local Plan. If there is anything you feel hasn't been covered in this document or you would like to make any further comments, you are invited to do so.

### QUESTIONS

- 76)** Is there anything you feel hasn't been covered in this document that should be considered as part of the Local Plan Review?
- 77)** Do you have any other comments?

## PLANNING POLICY AND LOCAL PLAN COMMITTEE

10 FEBRUARY 2025

### REPORT OF THE DIRECTOR OF PLANNING & COMMUNITY

#### **A.2 LOCAL DEVELOPMENT SCHEME AND EVIDENCE BASE UPDATE**

(Report prepared by Anthony Brindley and Paul Woods)

#### **PART 1 – KEY INFORMATION**

##### **PURPOSE OF THE REPORT**

- To seek the Planning Policy & Local Plan Committee's agreement to publish a new 'Local Development Scheme' (LDS), updating the proposed timetable for preparing Planning documents including the Local Plan Review and the Development Plan Document (DPD) for the Tendring Colchester Borders Garden Community (TCBGC).
- To provide the Planning Policy and Local Plan Committee with an update on current progress in respect of the evidence base that will inform the review of the Local Plan.

##### **EXECUTIVE SUMMARY**

The purpose of the Local Development Scheme (LDS) is to set out an indicative timetable for preparing key Planning documents. It is particularly useful for members of the public, partner organisations and third parties to understand the broad programme of work and how the Council proposes to resource and manage it.

The LDS covers the review of the Local Plan, the preparation and adoption of Tendring Colchester Borders Garden Community (TCBGC) Development Plan Document (DPD), and the production of other key planning documents. It includes the anticipated timetable of consultation periods, examinations and expected dates of adoption. Publishing the LDS ensures that stakeholders, including members of the public, Town and Parish Councils, landowners and developers, partner organisations and the Planning Inspectorate are kept aware of the timetable the Council is working to, and can therefore forward plan and organise their time and resources accordingly.

The Planning Policy & Local Plan Committee agreed to commence the mandatory five-year review of the Local Plan at its meeting of 20th December 2023. Following the Government's consultation in the summer of 2024 about proposed changes to the NPPF, work on the Local Plan review was paused while the Council awaited certainty regarding the housing requirement the Local Plan would need to accommodate. The new version of the NPPF and associated standard method for calculation housing need was published in December 2024, and work can now resume. The timetable for reviewing the Local Plan has been updated to reflect the anticipated timeline over the coming year.

The indicative timetable for the Garden Community DPD has also been updated to reflect the most recent stages of work that have been completed and the anticipated timeframes for receiving the Inspector’s final report – with adoption of the DPD anticipated early in 2025.

The Community Infrastructure Levy (CIL) is an alternative means of securing developer contributions towards vital infrastructure based on a tariff system rather than individually negotiated S106 agreements. The introduction of CIL is optional for local authorities and within the wording of its Local Plan policies this Council has always kept the option open. In the past there has not been strong enough justification for introducing CIL in Tendring, but with the need to bring forward additional land for development through the Local Plan review in response to the new government housebuilding targets, the case for CIL may be stronger going forward.

To inform future decisions about the introduction of CIL, a viability assessment has been commissioned, to establish whether CIL might be a suitable means of collecting development contributions in the Tendring District, and the process towards formally adopting a CIL Charging Schedule has been set out in the LDS. Once the initial evidence has been prepared, the findings will be reported to the Planning Policy and Local Plan Committee who will decide whether the draft Charging Schedule should proceed to public consultation.

It is important that policies and proposals in Local Plans are informed and underpinned by proportionate but robust technical evidence, and the LDS contains an overview of the documents that are likely to be required as part of the Local Plan Review. Various elements of the ‘evidence base’ to inform the current review of the Local Plan are under way, and an update on the status of these reports and studies are included as part of this report.

**RECOMMENDATION**

**That the Planning Policy and Local Plan Committee:**

- a) approves the updated Local Development Scheme (LDS) 2025-2028 (attached as Appendix 1) for publication on the Council’s website and for submission Ministry of Housing, Communities and Local Government; and**
- b) notes the report and the progress of the supporting evidence base.**

**PART 2 – IMPLICATIONS OF THE DECISION**

**DELIVERING PRIORITIES**

Priorities within the Corporate Plan 2024-2028 (Our Vision) include promoting pride in our area and services to residents, raising aspirations and creating opportunities, championing our local environment, working with partners to improve quality of life, promoting our heritage offer, and financial sustainability and openness. Having an up-to-date framework of Planning policies, other



Planning documents and supplementary guidance in place is critical to achieving such priorities and the LDS is a requirement of Local Authorities to set out the timescales and resources required to achieve that. Establishing a robust and up-to-date evidence base is essential when preparing a Local Plan. Once the Local Plan is submitted for examination, the Planning Inspector will look to the evidence that was used to develop the policies within the Plan to ensure that they are sound and justified.

## **RESOURCES AND RISK**

The Local Development Scheme (LDS) has been prepared by the Council's Officers in the Planning Policy Team within the agreed Local Plan Budget. The LDS itself identifies the resources required to progress the Local Plan Review and the Garden Community DPD. Without an up-to-date LDS containing a realistic timetable for reviewing the Local Plan and preparing other Planning documents, it will be difficult to ensure the Council makes the most efficient use of its resources.

The LDS contains an assessment that identifies the possible risks to delivering the Local Plan Review and other Planning documents on time and the likelihood and potential impact of these risks which include public opposition, the loss or turnover of Planning staff, a financial shortfall, changing political priorities and legal challenges.

The Local Plan's preparation follows legislation and regulations, guiding various stages of work and consultation necessary for lawful adoption. During the examination by a government-appointed Planning Inspector, the Council must demonstrate the Plan's legal compliance and soundness, including an appropriate evidence base and adherence to national planning policy and housebuilding requirements.

To mitigate the risk of Judicial Review, where third parties can challenge the Council's legal compliance, Planning Officers will collaborate closely with Legal Services and follow advice from the Local Government Association's Planning Advisory Service (PAS) to ensure all processes are correctly followed.

## **LEGAL**

Every Local Planning Authority must prepare and maintain a Local Development Scheme (LDS) in accordance with section 15 of Planning and Compulsory Purchase Act 2004 (as amended). The LDS is the Council's rolling project plan (often covering a period of three years) for producing its Local Development Documents and sets out a timetable for their delivery.

The LDS must specify (among other matters) the development plan documents (such as Local Plans) which, when prepared, will comprise part of the Development Plan for the area. Local Planning Authorities are encouraged to include details of other documents which form (or will form) part of the development plan for the area, such as Neighbourhood Plans. The Local Development Scheme must be made available publicly and kept up to date. It is important that local communities

and interested parties can keep track of progress. Local planning authorities should publish their Local Development Scheme on their website.

Planning legislation and the National Planning Policy Framework (NPPF) emphasise the importance of Local Plans, which must be kept up to date. Local Plans should outline a vision for future development, addressing housing, economy, community facilities, infrastructure, and environmental protection.

According to the National Planning Policy Framework (NPPF paragraph 32), Local Plans must be "underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals."

A Sustainability Appraisal is required for each proposal in a Local Plan to ensure environmental, social, and economic impacts are considered. The NPPF mandates that Local Plans be informed by sustainability appraisals, addressing economic, social, and environmental objectives, and mitigating significant adverse impacts.

These requirements ensures that the plans are based on accurate information. Additionally, Section 19 of the Planning and Compulsory Purchase Act 2004 mandates that local planning authorities must consider specific matters, including the evidence base, when preparing a Local Plan

The Planning Policy and Local Plan Committee oversees the preparation of the Local Plan, ensuring it meets the NPPF's "tests of soundness."

## **OTHER IMPLICATIONS**

**Area or Ward affected:** All wards.

**Consultation/Public Engagement:** The Local Development Scheme (LDS) sets out the anticipated timetable for public consultation on the Local Plan Update and other planning documents. The Local Plan Review will follow the same stages of consultation and public engagement as the original plan, and technical studies will be published at the appropriate times to accompany these consultations. In particular, the Sustainability Appraisal must be published for consultation alongside the draft Plan.

**Devolution and Local Government Reorganisation:** Following the publication of the Government's white paper on Devolution in England in December 2024 and subsequent decisions by Essex County Council, Thurrock Council and Southend Council, there is an increasing likelihood of a Mayoral combined authority being established for the greater Essex area and the reorganisation of the current two-tier system of local government.

Irrespective of these potential changes, the preparation and review of the Local Plan remains a statutory responsibility of Tendring District Council, and the timetable set out within the proposed

LDS aims to advance the Local Plan review through as many stages of the process as possible within the five-year period following adoption of the current Section 1 Local Plan in January 2021. Progressing the review is essential to ensure Tendring minimises the risk of being without an up-to-date Local Plan come 2026 and, as a consequence being left vulnerable to uncontrolled and speculative development proposals.

Whilst the Government is expected to introduce new legislation and guidance in 2025 around strategic planning and the respective responsibilities around plan-making for strategic combined authorities and unitary authorities in the future, the advice is to push ahead with current Local Plan reviews for existing authorities under existing arrangements in line with the current National Planning Policy Framework which will both ensure policy coverage and will inform the content of future strategic plans for the combined authority and new Local Plans for any future Unitary authority.

### **PART 3 – SUPPORTING INFORMATION**

The Local Development Scheme (LDS) is designed to set out the process for preparing key Planning documents. It includes the anticipated timetable of consultation periods, examinations and expected dates of adoption for the updated Local Plan and the Tendring Colchester Borders Garden Community (TCBGC) Development Plan Document (DPD). Publishing the LDS ensures that stakeholders, including members of the public, Town and Parish Councils, landowners and developers, partner organisations and the Planning Inspectorate are kept aware of the timetable the Council is working to and can organise their time and resources accordingly. The LDS is usually updated to cover three-year cycles of Plan preparation.

#### Local Plan Review

Following the adoption of Section 1 of the Local Plan in January 2021 and Section 2 in January 2022, the main focus of the LDS is now the mandatory five-year review of the Local Plan as well as the TCBGC DPD.

The review of the Local Plan will follow the same statutory process as the preparation of the Local Plan itself. A previous version of the LDS set out a timetable for reviewing the Local Plan that anticipated submission to the Secretary of State for Examination in July 2025. However, due to delays caused by the General Election and the Government's proposed changes to the planning system (in particular affecting the number of new homes the Local Plan will have to accommodate), public consultation was paused until the Council had certainty around the housing requirement for the new Local Plan. The new version of the NPPF, along with an updated standard method for calculating housing need, was published on 12 December 2024 bringing clarity and certainty, and the Local Plan consultation process can now resume.

An updated timetable is now proposed, which covers the period 2025-2026 and enables the updated Local Plan to be submitted to the Secretary of State early in 2026.

Following the publication of the updated National Planning Policy Framework in December, the Deputy Prime Minister has asked that all local planning authorities produce an updated Local Development Scheme by no later than 6 March 2025. The LDS must be submitted to the Ministry by this date.

#### Tendring Colchester Borders Garden Community

The timetable for the Garden Community DPD has also been updated, reflecting the stages that have now been completed to date and the revised timescale for the next steps. Adoption of the DPD is anticipated early in 2025.

#### Community Infrastructure Levy

In order to mitigate the impact of new developments, developers are usually asked to pay a contribution towards the cost of funding new infrastructure or improving existing infrastructure. Currently, the Council secures this funding through 'Section 106' agreements, which are negotiated with developers during the Planning Application process. Funding is secured for TDC's responsibilities (such as Open Space, and the delivery of affordable housing) and on behalf of third parties (such as education and highways contributions for ECC, and health contributions for the NHS). S106 agreements vary from development to development, and contributions towards most forms of infrastructure is only required on major developments (i.e. 10 or more dwellings).

The Planning Act 2008 introduced a new mechanism for securing funding for infrastructure - the Community Infrastructure Levy, or CIL. CIL contributions are collected on a much wider range of developments (including smaller scale residential schemes) according to an adopted tariff schedule – which not only secures funding from more developers but also provides certainty (to developers and the Council) about how much will be collected as the schedule is based on £ per sqm of floorspace. Certain contributions (such as the provision of affordable housing) would still be arranged via the usual S106 agreements where appropriate.

Tendring District Council did not introduce CIL charges to apply to developments in the current Local Plan – partly because the majority of developments had either already obtained planning permission or would be of a scale by which a s106 legal agreement would be the most appropriate means of securing new infrastructure on-site or otherwise financial contributions towards infrastructure. With the review of the Local Plan under way, the Council wish to consider the introduction of CIL to apply to new developments coming forward in the future.

The introduction of CIL has to be informed by evidence. In 2024, the Council commissioned consultants to undertake a viability assessment, to determine whether CIL would be a viable means of collecting developer contributions in the Tendring District. This work is ongoing, and any draft charging schedule will need to be the subject of public consultation and examination by a Planning

Inspector (much like a Local Plan). The Local Development Scheme sets out a broad timeline for each of the key stages and Member approvals, with a potential adoption of CIL in the Spring of 2026.

### Other Documents

The LDS also includes broad timescales for the preparation of the Hartley Gardens Supplementary Planning Document, which is being produced alongside a masterplan for the site with support from Homes England. Subject to Committee approval at the appropriate time, it is expected that the SPD might be ready for public consultation in the first half of 2025, with possible adoption by Cabinet in the summer.

There is now only one Neighbourhood Plan being prepared in Tendring, following the adoption of the Ardleigh Neighbourhood Plan and the Elmstead Neighbourhood Plan in October 2024. Brightlingsea Town Council are in the process of preparing a Neighbourhood Plan to cover the Town Council area, and it is expected that the Regulation 14 consultation could take place during 2025.

### Status of the Local Plan Evidence Base

The evidence base includes the following studies and on-going work, which is underway to support the planning policies:

#### **Strategic Housing Market Assessment**

The Strategic Housing Market Assessment (SHMA), being carried out by specialist consultants HDH Planning & Development, will provide a comprehensive analysis of housing needs across the District and in a number of sub-areas. It will inform the mix of new housing in terms of size, type and tenure within the 1,034 homes a year required by government that could best meet needs and demands of the growing population over the period of the Local Plan. This comprehensive analysis covers market, affordable, and specialist housing, addressing a wide range of housing issues, including affordability.

The study evaluates the need for various types of housing, categorised by tenure, type, and size. Key aspects include:

- A thorough examination of the existing housing stock,
- Analysis of dwelling completions,
- Identification of under/over-supply issues in housing sizes, types, and tenures,
- Assessment of the needs of homeless households, concealed households, overcrowded households, and those living in unsuitable housing.

The initial draft of the report highlights the latest requirement for annual planned growth in the District, which stands at **1,034 dwellings per year**. Additionally, it identifies an annual affordable housing

need of **275 dwellings**, representing **26.6%** of the annual planned growth – which aligns with the Council’s current Local Plan policy to seek 30% affordable housing from larger development sites.

As well as informing policies in the Local Plan, the SHMA will be a useful piece of evidence to inform future updates to the Council’s Housing Strategy. The final report, aligning with the new December 2024 NPPF and accompanying Planning Practice Guidance, is expected in February 2025.

### **Strategic Employment Land Review**

The Strategic Employment Land Review (SELR), being carried out by specialist economic consultants Ekosgen, is updating assumptions and forecasts around the potential for economic growth in Tendring across different sectors – taking into account Freeport status, expected housing and population growth and other factors. The study aims to determine the need for allocating additional land for business and industrial purposes in strategic locations within Tendring. The focus areas include the A12, A120, and A133 transport corridors. This study will also aid in developing strategies to attract inward investment and funding, supporting employment and infrastructure across North Essex and the Freeport East area.

The consultants have reviewed the current supply and completion rates. With the confirmation of Tendring’s housing requirement following the publication of the NPPF, the study is set to progress and is due for completion by Spring 2025.

### **Gypsy and Traveller Accommodation Assessment**

The Gypsy and Traveller Accommodation Assessment (GTAA), conducted by specialists ORS on behalf of most Councils in Essex, aims to provide a robust assessment of the current and future needs for Gypsy, Traveller, and Travelling Showpeople accommodation in the Tendring District Council area – for which Councils have a duty, through planning policy, to provide for.

This updated GTAA offers a credible evidence base to support the implementation of Local Plan Policies and, where appropriate, the provision of new Gypsy and Traveller pitches and Travelling Showpeople plots for the period 2023 to 2042. This will cover the Council’s Local Plan period, and the 15-year requirements set out in the Planning Policy for Traveller Sites (PPTS). The outcomes of this study will supersede those of the previous GTAA for Tendring District Council. The final report is expected by Spring 2025.

### **Infrastructure Delivery Plan**

The Infrastructure Delivery Plan (IDP) is a blueprint outlining the District’s infrastructure needs, covering social, physical, and green infrastructure. It details what is required, where it is needed, and the timeline for implementation.

The IDP includes projects related to:

- Education
- Health and social wellbeing
- Utilities
- Transport
- Flooding
- Emergency services
- Waste management
- Social and community facilities
- Leisure and recreation
- Green infrastructure and open spaces

As an evolving document, the IDP's first stage report has already assessed the infrastructure needs for each strategic development option. In the coming months, consultants will analyse the infrastructure constraints of specific sites identified for potential residential or employment use. The stage 1 (Regulation 18) report is being carried out by specialist consultants LUC and is expected to be finalised before Summer 2025.

### **Sustainability Appraisal Scoping Report**

The Sustainability Appraisal Scoping Report commences the Sustainability Appraisal (SA) process. It sets the technical scope and objectives, covering environmental, economic, and social aspects, against which the Local Plan's impacts will be evaluated. Following consultation with statutory stakeholders, the scoping report will be amended accordingly.

The subsequent SA for the Local Plan ensures that sustainability considerations are embedded in the plan-making process, promoting sustainable development. The SA evaluates how the emerging plan, compared to reasonable alternatives, will achieve relevant sustainability objectives, including identifying and mitigating potential adverse effects. This iterative process informs and evolves alongside the plan's development.

The sustainability appraisal is a legal requirement and incorporates the Strategic Environmental Assessment (SEA) Regulations, ensuring the plan contributes to sustainable development. The initial scoping report is due to be finalised by February 2025.

### **Landscape Character Assessment**

The Landscape Character Assessment (LCA), conducted by Place Services, is a process that identifies and describes the unique features and characteristics of our landscapes. By analysing elements like landform, land cover, and settlement patterns, the LCA provides a detailed picture of our environment.

The LCA is crucial for the Local Plan, offering valuable insights into the landscape's characteristics and sensitivities. It supports the planning process by:

- **Evidence Base:** Providing a solid foundation that helps planners understand the unique qualities of different landscapes, essential for making informed decisions about development locations and designs.
- **Guiding Development:** Highlighting areas of high landscape value and sensitivity to ensure new developments harmonise with the existing landscape and avoid causing harm.
- **Policy Formulation:** Informing policies that protect and enhance the landscape, including guidelines for the design, scale, and siting of new developments.
- **Community Engagement:** Engaging local communities to help them appreciate the landscape's value and understand planning decisions, fostering public support for the Local Plan.
- **Sustainability:** Promoting sustainable development by integrating landscape considerations into planning decisions, supporting long-term conservation and enhancement.

Work on the base mapping has begun, and the final report is expected in Spring 2025.

## Health

In collaboration with Colchester City Council, the Council is compiling a comprehensive and up-to-date evidence base for health policies, reflecting the positive role of planning in improving health outcomes. While some indicators may vary between the authorities, the planning and policy approaches are likely to be equally relevant to both Colchester and Tendring.

Since June 2024, this ongoing work aims to identify key health issues and indicators, linking them to relevant evidence. This enables planning to influence outcomes that improve community health and wellbeing, informing potential policy principles for the Local Plan.

Three in-person engagement events have been held with a wide range of health colleagues, helping to form the evidence base and shape meaningful policy. The recent NPPF update underscores the positive role planning plays in improving health outcomes for all communities. The collaborative approach between Tendring District Council and Colchester City Council reflects this commitment.

## Transport Modelling

Transport modelling, led by Jacobs/Essex County Council Highways, is a process that creates detailed simulations of our transport systems – identifying areas of capacity and constraint and enabling projections of future transport impacts to be assessed. These models assess the impact of proposed developments and infrastructure changes, using data on traffic flows, public transport usage, and pedestrian movements. By simulating different scenarios, we can predict future transport patterns, identify potential issues, plan necessary infrastructure improvements, and promote sustainable transport options, ensuring that plans are sustainable and meet the needs of the community. This ongoing work is integral to the plan-making process, particularly given the challenging housebuilding targets the Council is now expected to plan for.



## Water Cycle Study

AECOM has been commissioned to conduct a Water Cycle Study (WCS) for Colchester City Council and Tendring District Council. This study includes an initial wastewater capacity assessment to inform the councils' emerging spatial strategies for growth and site allocation. The early assessment aims to identify where wastewater treatment capacity might constrain higher levels of growth. Key findings so far include:

- **Dwelling Capacity Assessment:** Estimating the number of dwellings that existing Water Recycling Centres (WRCs) can support without significant upgrades or new discharge permits.
- **Environmental Capacity Risk:** Identifying areas where water quality or environmental capacity could be at risk if growth exceeds the WRCs' support capacity.

The final report is expected by the Summer of 2025.

## APPENDICES

Appendix 1 – Local Development Scheme 2025-2028

## Background Documents

None

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



**Local Development Scheme  
(LDS) 2025-2028**

February 2025

## **A.2 APPENDIX 1**

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## **A.2 APPENDIX 1**

### **1 Introduction**

- 1.1** A Local Development Scheme is required under Section 15 of the Planning and Compulsory Purchase Act 2004 (as amended) ([link](#)). This must specify (among other matters) the Development Plan Documents (i.e. Local Plans) which, once adopted, comprise part of the Development Plan for the area. Local Planning Authorities are encouraged to include details of other important documents that form (or will form) part of the Development Plan such as Neighbourhood Plans.
- 1.2** The Development Plan for an area comprises the combination of 'Strategic and Non-strategic Policies'. The NPPF requires that the Development Plan include strategic policies to address each Local Planning Authority's priorities for the development and use of land in its area.
- 1.3** Strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period (in line with the presumption in favour of sustainable development). This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area (except insofar as these needs can be demonstrated to be met more appropriately through other mechanisms, such as brownfield registers or nonstrategic policies).
- 1.4** These strategic policies can be produced in different ways, depending on the issues and opportunities facing each area. They can be contained in:
- a. joint or individual local plans, produced by authorities working together or independently (and which may also contain non-strategic policies); and/or
  - b. a spatial development strategy produced by an elected Mayor or combined authority, where plan-making powers have been conferred (London).
- 1.5** Non-strategic policies should be used by Local Planning Authorities and communities to set out more detailed policies for specific areas, neighbourhoods, or types of development. This can include allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving, and enhancing the natural and historic environment and setting out other development management policies.
- 1.6** The *Tendring District Local Plan 2013-2033 and Beyond: North Essex Authorities' Shared Strategic Section 1* is a joint strategic plan, which has now been adopted by Tendring District Council, Colchester City Council, and Braintree District Council (2021). The *Tendring District Local Plan 2013-2033 and Beyond: Section 2* contains Tendring specific policies and was adopted by the Council in January 2022. Together, these two sections make up the Local Plan for the Tendring District. The Local Plan must be reviewed and updated where necessary within a 5-year timeframe. The Council is also working with Colchester City Council and Essex County Council to prepare a Development Plan Document (DPD) for the Tendring Colchester Border Garden Community.

## **A.2 APPENDIX 1**

- 1.7** Local Planning Authorities must publicise and keep up to date their timetable for producing and updating their Local Plan. This information is contained within a Local Development Scheme. Local Development Schemes must also be produced in compliance with any data standard published by the Department for Levelling Up, Housing and Communities (DLUHC). A Local Development Scheme is expected to be reviewed and updated regularly to reflect if there are any significant changes in the timescales or the plans being prepared.
- 1.8** The Local Development Scheme (LDS) for Tendring sets out the Council's process and timetable for producing Planning documents. It sets out the anticipated timetable for consultation periods, examination (where applicable) and adoption of the various documents. Publication of the LDS ensures that stakeholders, including members of the public, Town and Parish Councils, landowners and developers, partner organisations and the Planning Inspectorate are kept aware of the indicative timetable the Council is working to, as this information can help them to organise their time and resources accordingly.
- 1.9** Section 38(6) of the Planning and Compulsory Purchase Act requires Local Planning Authorities such as Tendring District Council to make decisions on Planning applications in accordance with the 'Development Plan'. Councils have a duty to ensure their Local Plan is kept up to date, is prepared in accordance with the government's National Planning Policy Framework (NPPF) and positively promotes 'sustainable development' by identifying sufficient land for new homes and employment opportunities.

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### **2 Background**

#### **Progress to Date and Future Programme Stages**

##### **Local Plan Review Progress to Date**

- 2.1** Tendring's Local Plan was adopted by Full Council in two sections. **Tendring District Local Plan 2013-2033 and Beyond: North Essex Authorities' Shared Strategic Section 1 Plan** was adopted on 26th January 2021, and **Tendring District Local Plan 2013-2033 and Beyond: Section 2** was adopted on 25th January 2022. To be effective plans need to be kept up-to-date. The National Planning Policy Framework (NPPF) states policies in local plans should be reviewed to assess whether they need updating at least once every 5 years and should then be updated as necessary. Under regulation 10A of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) local planning authorities must review local plans at least once every 5 years from their adoption date to ensure that policies remain relevant and effectively address the needs of the local community.
- 2.2** The process of reviewing the Tendring District Local Plan has now commenced, following a decision by the Planning Policy and Local Plan Committee in December 2023. The first stage of public consultation, 'Issues and Options', was due to take place in 2024 – but due to the July General Election and the new Government's proposed changes to the NPPF the consultation was postponed. The Government published the updated version of the NPPF in December 2024, and the process of reviewing the Local Plan can now continue with certainty around the requirements it will need to accommodate.
- 2.3** It is now expected the Issues and Options Consultation can take place early in 2025, with the subsequent consultation stages taking place over the coming year.

##### **TCBGC DPD Progress to Date**

- 2.4** Following the regulation 19 consultation in the spring of 2023, The Tendring Colchester Borders Garden Community (TCBGC) Development Plan Document (DPD) was submitted for examination in September 2023. Examination hearings took place in the spring of 2024, and a consultation on the Inspector's proposed modifications to the DPD took place in the summer. The Councils now await the Inspector's final report into the soundness of the DPD before taking the next step towards adoption.

##### **Monitoring and Review**

- 2.5** The Council will implement the adopted Local Plan and monitor its effectiveness. The Authority Monitoring Report is produced regularly and considered by Members of the Planning Policy and Local Plan Committee. The Local Plan is in the process of being reviewed and updated, reflecting recent changes to national planning policy or the national planning system.

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### **3 Documents to be Prepared**

**3.1** For the period 2025 to 2028, the following planning documents will be prepared or initiated:

#### **Review of the Tendring District Council Local Plan**

**3.2** The Local Plan is the main Planning document for Tendring – setting out the strategy for growth for the period to 2033 and beyond, identifying specific sites for development, and including the policies that will be used in the determination of Planning applications.

**3.3** The National Planning Policy Framework states that ‘Policies in Local Plans and spatial development strategies should be reviewed to assess whether they need updating at least once every 5 years and should then be updated as necessary. Reviews should be completed no later than 5 years from the adoption date of a plan and should consider changing circumstances affecting the area, or any relevant changes in national policy.’ As such, a review of the Local Plan needs to be undertaken and may involve updating a targeted set of policies following the same procedural process as the production of the Local Plan.

#### **Tendring Colchester Border Garden Community DPD**

**3.4** The preparation of the TCBGC DPD has followed the same process as a Local Plan. However, this document contains only non-strategic policies - building upon the strategic policies in the Shared Section 1 Local Plan. The DPD is meant to provide significantly more implementation detail to Section 1 policies to further assist in facilitating the planning application process for the Garden Community.

**3.5** Policy SP8 of the adopted Local Plan states that no planning consent for development forming part of the Garden Community will be granted until the TCB DPD has been adopted and that the DPD will set out the nature, form, and boundary of the new community. The DPD has been produced in consultation with stakeholders and includes a concept masterplan showing the disposition and quantity of future land-uses. It was produced alongside the master planning process and provides the framework for the subsequent development of more detailed masterplans and other design and planning guidance for the Tendring Colchester Borders Garden Community.

**3.6** The DPD has now been submitted for examination and public hearings took place in the spring of 2024. The next stages of the process are in the hands of the Planning Inspector, and adoption is anticipated in early 2025.

#### **CIL Charging Schedule**

**3.7** The proposals for development in the new Local Plan will need to be supported by investment in the necessary infrastructure. An Infrastructure Delivery Plan has already been

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prepared alongside the Local Plan and another is being prepared for the Garden Community DPD. Infrastructure Delivery Plans identify each piece of infrastructure that is needed and set out the mechanism for delivering these items.

- 3.8** One source of funding infrastructure could be the Community Infrastructure Levy (CIL), which requires the adoption of a 'Charging Schedule' setting out how much money developers will be expected to contribute toward infrastructure provision from developments, using a formula based on £ per sqm of floorspace.
- 3.9** The Council has commissioned consultants to produce a viability assessment, to establish whether CIL would be a suitable mechanism for securing developer contributions towards infrastructure. An indicative programme for the consideration and potential adoption of CIL is included within the LDS programme.

### **Tending Neighbourhood Plans**

- 3.10** The Council has a statutory duty to assist communities in the preparation of neighbourhood development plans and orders and to take plans through a process of examination and referendum (Town and Country Planning Act 1990 (as amended)).
- 3.11** Tending District Council has made (adopted) 3 Neighbourhood Plans, covering the Parishes of Alresford, Ardleigh and Elmstead. Brightlingsea Town Council are in the early stages of preparing a Neighbourhood Plan.
- 3.12** For further information on Neighbourhood Planning and process refer to the online guidance at <https://www.gov.uk/guidance/neighbourhood-planning--2>.

### **Authority Monitoring Report (AMR)**

- 3.13** The Authority Monitoring Report (AMR) will be published annually to demonstrate how the Council's planning policies have performed over a 12-month period against a range of indicators contained within the Local Plan.

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### 4 Programme for Preparing Local Plan Documents

| <b>Review of the Tendring District Local Plan</b>           |  |
|---|--|
| <b>Subject and scope</b>                                    | This document updates the Council's Local Plan to cover an extended period to 2041 and beyond, enabling the strategy for growth, planning policies and site allocations to be reviewed as necessary. |
| <b>Geographical area</b>                                    | All of the Tendring District.  |
| <b>Chain of conformity</b>                                  | The relevant Planning Acts and Regulations<br>Essex Minerals and Waste Plans<br>National Planning Policy Framework (NPPF)  |
| <b>Indicative timetable for Future Review of Local Plan</b> |  |
| <b>Issues and Options Consultation</b>                      | Spring 2025  |
| <b>Consultation on Preferred Options draft Local Plan</b>   | Summer/Autumn 2025   |
| <b>Publication of Submission draft Local Plan</b>           | Winter 2025/26   |
| <b>Submission</b>   | Early 2026   |
| <b>Examination and main modifications</b>                   | Spring/Summer-2026   |
| <b>Adoption</b>   | Summer/Autumn 2026   |

| <b>Tendring Colchester Garden Community Development Plan Document (DPD)</b>            |   |
|--|---|
| <b>Subject and scope</b>   | This document will contain more detailed non-strategic policies to guide development within the new Garden Community proposed at the Tendring/Colchester border. This DPD will be produced jointly with Colchester City Council and Essex County Council. |
| <b>Geographical area</b>   | The Strategic Policies and broad location for the Garden Community is identified in the Section 1 Local Plan. The precise boundaries will be designated in the TCB DPD.   |
| <b>Chain of conformity</b>   | Tendring and Colchester Local Plans<br>The relevant Planning Acts and Regulations<br>Essex Minerals and Waste Plans<br>National Planning Policy Framework (NPPF).   |
| <b>Indicative Timetable for TCB DPD Production</b>                                     |   |
| <b>Studies &amp; Document Preparation</b>  | Winter 2020/21 – Winter 2021/22 <b>(Completed)</b>  |
| <b>Member approval of draft DPD</b>  | Spring 2022 <b>(Completed)</b>  |
| <b>Draft DPD Reg 18 Consultation</b>   | Spring 2022 <b>(Completed)</b>  |
| <b>Reg 19 Document Preparation</b>   | Summer 2022 - Winter 2022/23 <b>(Completed)</b>   |
| <b>Member approval of submission Draft DPD</b>   | Spring 2023 <b>(Completed)</b>  |
| <b>Submission DPD Reg 19 Consultation</b>  | Summer 2023 <b>(Completed)</b>  |
| <b>Submission of Reg 19 DPD and Summary of Comments Received to Secretary of State</b> | Summer 2023 <b>(Completed)</b>  |
| <b>Examination in Public (EiP)</b>   | Spring 2024 <b>(Completed)</b>  |

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| <b>Consultation on Modifications</b> | Summer 2024 <b>(Completed)</b>                  |
| <b>Inspector's Report</b>            | Early 2025                                      |
| <b>Adoption (Full Council)</b>       | Early 2025                                      |
| <b>Timetable for review</b>          | This will be reviewed and updated as necessary. |

| <b>Infrastructure Delivery Plan and CIL Charging Schedule (Optional)</b>        |  |
|---|--|
| <b>Subject and Scope</b>  | The Community Infrastructure Levy (the 'levy') is a charge which can be levied by local authorities on new development in their area. It is an important tool for local authorities to use to help them deliver the infrastructure needed to support development in their area. Most new development which creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy. |
| <b>Geographical Area</b>  | All of the Tendring District.<br>Some areas of Tendring may be established as CIL exempt.  |
| <b>Chain of Conformity</b>  | Relevant Planning Acts and CIL Regulations<br>Tendring Local Plan<br>National Planning Policy Framework (NPPF)   |
| <b>Indicative timetable for production</b>                                      |  |
| <b>Preparation of document</b>  | Spring 2025  |
| <b>Member approval for consultation and submit the document for examination</b> | Summer 2025  |
| <b>Submit documents and information to Secretary of State</b>                   | Autumn 2025  |
| <b>Independent examination</b>  | Winter 2025/26   |
| <b>Inspector's report</b>   | Winter 2025/26   |
| <b>Adoption (Council)</b>   | Spring 2026  |
| <b>Timetable for review</b>   | The document will be reviewed regularly to determine whether or not any changes to the CIL charging schedule are necessary   |

| <b>Authority Monitoring Report (AMR)</b>                          |   |
|---|---|
| <b>Subject and Scope</b>  | This document will provide a high-level analysis of how the Council's planning policies are performing against a range of indicators. |
| <b>Geographical Area</b>  | All of the Tendring District.   |
| <b>Chain of Conformity</b>  | The content of the document should correspond with policies in the Local Plan.  |
| <b>Timetable for production – same process followed each year</b> |   |
| <b>Preparation of document</b>                                    | Annually  |
| <b>Publication of the AMR</b>                                     | Following the end of each financial year.   |
| <b>Timetable for review</b>                                       | The Authority Monitoring Report is produced annually.   |

## **Timetable for Emerging Neighbourhood Plans**

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|---|--|---|
| <b>Brightlingsea Neighbourhood Plan</b> | To guide new development in the Brightlingsea Parish area. | Neighbourhood area designated. Regulation 14 consultation possible during 2025. |
|---|--|---|

| <b>Supplementary Planning Documents (SPD)</b> |   |                                 |
|---|---|---------------------------------|
| <b>Evidence</b>                               | <b>Purpose</b>  | <b>Relevance/Timescales</b>     |
| <b>Hartley Gardens SPD</b>                    | To produce a comprehensive Development Framework and delivery strategy for the development of around 1,700 homes and associated development north of Clacton. | Potential adoption summer 2025. |

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### 5 Local Plan Evidence Base and Methodology

- 5.1** To comply with the relevant Planning Acts, Regulations and national policy contained within the NPPF, it is essential that the policies and proposals in Local Plans and the charging schedule in CIL are based on objective evidence. This can include surveys, technical studies, and consultants' reports. The Council has already compiled and prepared a significant amount of evidence, with updates undertaken where relevant to inform the Local Plan Examination. Further updates will be required to several areas to inform the review of the Local Plan.

| <b>Subject Area: Housing</b>   |   |   |
|--|---|---|
| <b>Evidence</b>  | <b>Purpose</b>  | <b>Relevance/Timescales</b>   |
| <b>Demographic and Household Projections</b>                                       | To inform the preparation of a Strategic Housing Market Assessment and inform decisions on the 'objectively assessed need for housing'.                               | The last projections were produced in September 2016. Further expert advice may be required to inform the review of the Local Plan.   |
| <b>Strategic Housing Market Assessment (SHMA) / Local Housing Needs Assessment</b> | To calculate the 'objectively assessed need' for housing and inform the approach to the size, type and tenure of housing needed.                                      | This was undertaken in two parts: the objectively assessed housing needs study by Peter Brett Associates (November 2016) and the SHMA undertaken by HDH Planning and Development (December 2015).<br><br>An update of this study is underway.                   |
| <b>Strategic Housing and Land Availability Assessment (SHLAA)</b>                  | To assess the suitability, availability and deliverability of potential housing sites and inform the allocation of land for housing.                                  | Undertaken by Council Officers. The SHLAA is updated annually in line with the financial year, and the last update was published in November 2023.<br><br>Proposals submitted as part of the 'call for sites' consultation will be incorporated into the SHLAA. |
| <b>Gypsy and Traveller Accommodation Assessment (GTAA)</b>                         | To calculate the 'objectively assessed need' for sites and pitches for Travellers – as required by the government's Planning Policy for Traveller Sites (March 2012). | Undertaken by consultants ORS for all Essex authorities and completed in May 2017. An update was completed in 2018.<br><br>A further review is currently underway.  |

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| <b>Jaywick Sands Place Plan</b> | To establish a framework for development aimed at regenerating Jaywick Sands | The Jaywick Sands Place Plan has now been adopted by the Council. |
|---------------------------------|--|---|

| <b>Subject Area: Business</b>         |   |   |
|---------------------------------------|---|---|
| <b>Evidence</b>                       | <b>Purpose</b>  | <b>Relevance/Timescales</b>   |
| <b>Economic Development Strategy</b>  | To inform the overarching approach to economic development and job creation in the district.  | Updated and approved by Cabinet July 2020.<br>Consideration being given to a review in 2024 to be carried out alongside Employment Land Review.   |
| <b>Employment Land Review</b>         | To inform the allocation and protection of land for business and industrial use in terms of amount and location.  | Completed 2019. An update will be required as part of the Local Plan review – with a focus on employment land needs to support job creation following Freeport designation.<br><br>A review of the study is underway. |
| <b>Retail &amp; Town Centre Study</b> | To identify the need for additional retail units to meet residents' demands for goods and services and thus inform the allocation and protection of town centres and potential development sites. | Reviewed and updated in 2020 by Lambert Smith Hampton. A focussed update may be necessary to inform the review of the Local Plan.   |
| <b>Holiday Park Sector Review</b>     | To inform the allocation and protection of holiday parks in the district and advise on how they might need to develop in the future to reflect changing trends and demands.                       | The study was completed by Frontline Consultants in 2020. A partial review may be necessary for the Local Plan review.  |

| <b>Subject Area: Infrastructure</b> |   |  |
|-------------------------------------|---|--|
| <b>Evidence</b>                     | <b>Purpose</b>  | <b>Relevance/Timescales</b>  |
| <b>Infrastructure Study</b>         | To assess the capacity of Tendring's infrastructure, including transport, health, education and utilities to inform decisions on where to locate future growth and provide the baseline evidence for use in seeking funding for improvements, including | Reviewed and updated 2021. Further evidence will be required as part of the Local Plan review. |

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|                            | through Community Infrastructure Levy (CIL).  |  |
| <b>Transport Modelling</b> | To assess the impact of proposed development on the transport network, and identify appropriate mitigation measures to be secured through the Planning process. | Transport modelling was undertaken as part of the previous Local Plan evidence base. Updated modelling will be required as part of the Local Plan Review.<br><br>An update to this evidence is underway. |

### **Subject Area: Minerals**

Essex County Council is the planning authority for minerals and it prepares the evidence needed to inform the content of the Minerals Local Plan. ECC are in the process of reviewing and updating the Minerals Local Plan, extending it to cover the period to 2040 – and a number of sites across the county have been assessed by independent consultants. An Issues and Options consultation is planned for February 2024, which will seek views on the sites and the way they have been assessed. No sites have been identified as preferred or non-preferred site allocations at this stage. Tendring District Council is a key consultee in the preparation of the Minerals Local Plan, and will continue to engage with ECC as the Plan emerges.

### **Subject Area: Defence, security, counter-terrorism & resilience**

There is no need for any specific evidence to be prepared, but the Council will consult relevant bodies to ensure that plans for development do not impact upon the operations of any defence or security installations.

### **Subject Area: Environment**

| <b>Evidence</b>                       | <b>Purpose</b>   | <b>Relevance/Timescales</b>   |
|---------------------------------------|--|---|
| <b>Flood Risk Assessment (SFRA)</b>   | To identify areas at risk of flooding, measure the potential risks within different parts of the flood zone and inform the 'sequential approach' to locating development away from flood risk areas. | Completed March 2009. Local Plan allocations will generally avoid sites in Flood Zones 2 and 3. Review required ahead of next Local Plan review.  |
| <b>Landscape Character Assessment</b> | To define the different characteristics of the district's landscape and help inform Planning decisions.  | Completed 2001. Review within 15-20 years.<br><br>A review of the this study is underway.   |
| <b>Local Wildlife Site Review</b>     | To assess the wildlife value of all parts of the district and inform the identification of 'Local Wildlife Sites' (LoWS) deemed worthy of protection through the Local Plan.                         | Undertaken by Essex Ecological Services (EECOS) and completed in September 2009. Specific survey of land off Crestwood Meadow, Alresford undertaken in 2013 in response to requests from residents. |



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|                                      |  | A review of the District's LoWS may be undertaken as part of a broader ecological study to inform the Local Plan review.  |
| <b>Habitat Regulation Assessment</b> | To assess the impact of proposals and policies in the Local Plan on habitats of international importance and advise the Council on how to avoid, minimise or mitigate any impacts. | Two reports were completed by consultants LUC in May 2017 for Shared Strategic Section 1 and in October 2018 for Publication Draft Section 2 of the Plan. An update considering the Main Modifications of Section 2 of the Local Plan was published in June 2021.<br>The Local Plan review will require an updated HRA. |

| <b>Subject Area: Historic Environment</b> |   |  |
|---|---|--|
| <b>Evidence</b>                           | <b>Purpose</b>  | <b>Relevance/Timescales</b>  |
| <b>Heritage Impact Assessment</b>         | To assess in a structured process that the significance of historic assets are taken into account when developing and designing proposals for change. | HIA for TCBGC completed in 2022. An HIA will be required for the updated Local Plan.   |
| <b>Conservation Area Appraisals</b>       | To help inform decisions relating to development in Conservation Areas and to review their boundaries.  | Conservation Area Appraisals are currently being reviewed, with public consultation events taking place in the affected areas. Anticipate adoption of the remaining appraisals through 2025. |

| <b>Subject Area: Health and well-being</b>       |   |  |
|--|---|--|
| <b>Evidence</b>                                  | <b>Purpose</b>  | <b>Relevance/Timescales</b>  |
| <b>Open Space, Sport and Recreation Strategy</b> | To establish quantitative and qualitative standards for open space, sport and recreation provision to inform policies in the Local Plan and the use of s106 or CIL money. | Reports were completed by consultants KKP in April 2017. A review of this document was undertaken in 2023. |

| <b>Subject Area: Public safety from major accidents</b>   |  |  |
|---|--|--|
| There is no need for any specific evidence to be prepared, but the Council will consult relevant bodies, including the Highways Authority and Highways Agency, to ensure that plans for |  |  |

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development do not create new or exacerbate existing accident black-spots, seeking, wherever possible, to address them.

| <b>Subject Area: Ensuring viability and deliverability</b> |   |   |
|--|---|---|
| <b>Evidence</b>  | <b>Purpose</b>  | <b>Relevance/Timescales</b>   |
| <b>Viability Testing</b>                                   | To assess the economic viability of Local Plan policies to ensure that development is viable and therefore realistically achievable. Also to inform decisions on setting CIL tariffs. | Reviewed and updated in 2019. Will need updating when Local Plan is reviewed. |

### Existing Evidence

- 5.2** The following documents remain part of the Council's Evidence Base, but will not need to be updated as part the Local Plan Review:

| <b>Evidence</b>  | <b>Purpose</b>  | <b>Relevance/Timescales</b>   |
|--|---|---|
| <b>Housing Sizes in the Urban Areas of the Tendring District</b> | A survey of house sizes in different parts of the district to inform the Council's policies in minimum space standards.   | Undertaken by Council Officers and completed in August 2013.  |
| <b>Hotel and Guesthouse Retention Study</b>                      | To inform the policies on protecting hotels and guesthouses in the district and advise on how they might need to develop in the future to reflect changing trends and demands |   |
| <b>Walton-on-the-Naze Regeneration Framework</b>                 | To advise the Council on ways to regenerate the economy of Walton-on-the-Naze and inform relevant policies in the Local Plan.   | Undertaken by consultants BNP Paribas and completed in January 2010.  |
| <b>Dovercourt Rediscovered</b>                                   | To advise the Council on ways to regenerate the economy of Dovercourt Town Centre and inform relevant policies in the Local Plan.   | Reviewed and updated in 2019.   |
| <b>Haven Gateway Watercycle Study</b>                            | To provide evidence to Haven Gateway authorities and utility companies about sewage treatment capacity to support plans for growth in the area.                               | Stage 1 report completed May 2008 and Stage 2 report completed November 2009. These reports will inform the Infrastructure Study. |
| <b>Essex and South Suffolk Shoreline Management Plan</b>         | To set out a strategy for protecting different sections of the Essex and South Suffolk coast from flooding and coastal erosion to be  | Completed in 2012. Review already being undertaken by the Environment Agency working with its partners.                           |

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|   | implemented by the Environment Agency, working with its partners.   |   |
| <b>Harwich Strategic Flood Risk Assessment (SFRA)</b> | SFRA carried out specifically for Harwich in support of the Council's policies to promote regeneration in that area.  | Level 1 report completed April 2008.<br>Level 2 report completed August 2008.   |
| <b>Jaywick Strategic Flood Risk Study</b>             | SFRA carried out specifically for Jaywick Sands in support of the Council's policies to promote regeneration in that area.  | Completed May 2008. The SFRA specifically for Jaywick Sands was updated in April 2015.  |
| <b>Landscape Impact Assessment</b>                    | To test the potential landscape impact of development on a range of urban-edge greenfield sites and thus inform the allocation of sites for housing and other forms of development. | Stage 1 report completed April 2009.<br>Stage 2 report completed March 2010.<br>NPPF now attaches less weight to landscape impact issues and therefore no review is needed. |
| <b>Strategic Green Gap Study</b>                      | To review the Green Gap designations within the Local Plan.   | Completed by LUC in 2020.   |
| <b>Historic Environment Characterisation Project</b>  | To define the different characteristics of the district's historic character and help inform decisions on local plan designations and planning applications.                        | Completed December 2008 by Essex County Council.<br>Review within 15-20 years.  |
| <b>Geodiversity Characterisation Report</b>           | To assess the geo-diversity of the Tendring District – i.e. the composition of minerals below the ground.   | Completed May 2009 by Essex County Council.<br>Review within 15-20 years.   |

### **Sustainability Appraisal, Strategic Environmental Assessment and Habitats Regulation Assessment**

- 5.3** As well as having to be based on robust but proportional technical evidence, Local Plans and some other planning documents must also be accompanied by a 'Sustainability Appraisal' incorporating a 'Strategic Environmental Assessment' and, where they are likely to affect sites of international importance for nature conservation, a 'Habitats Regulation Assessment'.
- 5.4** Sustainability Appraisal is a requirement under Section 19 of the Planning and Compulsory Purchase Act 2004 and must be undertaken for each stage of the plan-making process to ensure that the plan does everything it can to achieve sustainable development. Local plans and spatial development strategies should be informed throughout their preparation by a sustainability appraisal that meets the relevant legal requirements. This should

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demonstrate how the plan has addressed relevant economic, social, and environmental objectives (including opportunities for net gains). Significant adverse impacts on these objectives should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where significant adverse impacts are unavoidable, suitable mitigation measures should be proposed (or, where this is not possible, compensatory measures should be considered).

- 5.5** It is a requirement of both UK and European Law to appraise the sustainability and environmental effects of proposals in the Local Plan and other planning documents. Therefore, at key stages of the plan making process i.e. draft plan consultation and submission stages, the Council will also publish a Sustainability Appraisal incorporating the Strategic Environmental Assessment.
- 5.6** A Habitat Regulation Assessment, or 'Appropriate Assessment' as it is often called, is a requirement from the European Habitat Directive (92/43/EEC) and, for Tending, will be necessary to assess the impact of any updated policies in the Local Plan.

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### **6 Resources and Risk Assessment**

- 6.1** In undertaking major projects such as the preparation of a Local Plan review, DPD or CIL Charging Schedule it is important to understand the resources needed and the potential risks along with the impact they could have on the process of plan preparation, consultation and examination.

#### **Professional Officer Input**

- 6.2** The preparation and review of the Local Plan and other planning documents will be led by the Council's Planning Policy Team. This team will work with and draw upon the knowledge, help and experience of other officers in the Council to ensure Planning Policy documents comply with and help to deliver corporate objectives. Through the legal Duty to Cooperate, there will also be strong input from officers from partner organisations such as Essex County Council, the Environment Agency, Highways England and the NHS. On the Tendring Colchester Borders Garden Community in particular, the Council are working jointly with Colchester City Council and Essex County Council in a partnership approach.

#### **Financial Resources**

- 6.3** The Council has allocated a budget for the review of the Local Plan, the production of SPD's and the Tendring Colchester Borders DPD in recognition of how important these documents are to the future of the District. The most significant costs are expected to be the commissioning and updating of technical studies in relation to the above projects and the cost of the Examinations in Public. The latter requires the Council to pay fees to the Planning Inspectorate, employ a 'Programme Officer' to administrate the examination process and employ, a number of specialist Planning consultants and/or lawyers to deal with the more specialised areas and issues of technical or legal complexity.
- 6.4** Any shared strategic elements across authorities will be paid for jointly by the relevant authorities.

#### **Risk Assessment**

| <b>Issue and level of Risk</b>  | <b>Comment and proposed mitigation measures</b>   |
|---|---|
| <b>Significant public opposition to the new Planning documents</b><br><br>High Risk / Medium Impact | The preparation of the Tendring Colchester Garden Community DPD and the review of the Local Plan will be of considerable public interest. Through the Statement of Community Involvement (SCI), the Council has set out a programme of consultation and the Garden Community project is the subject of its own engagement strategy. This approach should mitigate the amount of misinformation and reduce objections to substantive issues. Proposals will also be based on a sound evidence base so that decisions can be justified in the examination of the plans. |

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|--|---|
| <p><b>Loss/turnover of staff</b></p> <p>Low Risk / High Impact</p>         | <p>The Council has mechanisms to enable new staff to be employed either on a permanent or temporary basis in order to fill any vacancies. Additionally, any strategic work with other authorities will enable shared resources and funding on mutually beneficial outputs.</p>  |
| <p><b>Financial shortfall</b></p> <p>Low Risk / High Impact</p>            | <p>The Council has allocated a budget to the preparation and review of planning documents in recognition of how important the Local Plan, the Garden Community DPD and supplementary planning documents will be to the future of the district. There is a risk that, due to general pressures on public finances, the funds available could be reduced or withdrawn, but the Council's commitment and its corporate objectives around the Local Plan and the Garden Community should ensure that the programme is properly resourced. Maintaining an up-to-date planning framework enables opportunities to attract external funding, generate economic growth and increase the revenue base of the district.</p> |
| <p><b>Changing political priorities</b></p> <p>High Risk / High Impact</p> | <p>The Planning Policy and Local Plan Committee oversees the preparation of the Local Plan and other relevant documents, with Councillors from all political groups, enabling the plan to proceed smoothly to the advanced stages of the process. A separate joint committee, with members from all three partner councils, has been established to offer similar stability to the process of preparing the Garden Community DPD.</p>   |
| <p><b>Legal challenge</b></p> <p>Medium Risk / High Impact</p>             | <p>There is a possibility of legal challenge to any planning document once a Council has reached a decision to adopt. By ensuring that all of the correct legal procedures are followed, including the duty to cooperate, the need for a Sustainability Appraisal and the need to undertake consultation in line with the planning regulations, the Council will aim to minimise the grounds upon which a legal challenge could be based.</p>   |

## A.2 APPENDIX 1

### 7 Decision Making

**7.1** The Local Plan is one of the Council's most important documents; it therefore requires endorsement by the majority of the Council's democratically elected Members. In March 2014, the Council agreed to set up a dedicated 'Local Plan Committee' made up of 15 elected Councillors to oversee the preparation of the new Local Plan and other planning documents. In 2019 the committee was replaced by the Planning Policy and Local Plan Committee. The table below sets out the different decision-making powers at different levels of the organisation that relate to the Local Plan and other planning documents.

| Decision maker  | Type of decision  |
|---|---|
| Full Council<br><br>Comprising all TDC Members  | Approving the content and submission of the Local Plan, DPDs, and CIL Charging Schedule to the Secretary of State for examination by a government Planning Inspector.<br><br>Formally 'adopting' the Local Plan, DPDs, and CIL Charging Schedule following confirmation, from the Planning Inspector, that they are legally compliant and sound.                          |
| Planning Policy and Local Plan Committee  | Considering and approving the content of the Local Plan, DPDs, and CIL Charging Schedule at different stages as they emerge through the process including making recommendations to Full Council.   |
| Cabinet   | Commenting on the content of the Local Plan before recommendations are made to Full Council.<br><br>Approving 'Supplementary Planning Documents' (SPD) and Neighbourhood Plans for public consultation and formal adoption.   |
| Director of Planning and Community in liaison with the Chairman of the Planning Policy and Local Plan Committee | Delegation by the Planning Policy and Local Plan Committee, as and when required, e.g. for changes to any planning documents aimed at improving consistency and correcting minor errors that do not in any way constitute a change in the thrust, meaning or interpretation of any policy or proposal and e.g. collaboration on evidence base for Local Plan preparation. |

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## PLANNING POLICY AND LOCAL PLAN COMMITTEE

10 FEBRUARY 2025

### REPORT OF THE DIRECTOR OF PLANNING & COMMUNITY

#### **A.3 AUTHORITY MONITORING REPORT 2023 - 24**

(Report prepared by William Fuller)

#### **PART 1 – KEY INFORMATION**

| <b>PURPOSE OF THE REPORT</b>  |
|---|
| To report to the Planning Policy and Local Plan Committee the findings of the Authority Monitoring Report (AMR), which monitors the key indicators set out in the adopted Local Plan. |

| <b>EXECUTIVE SUMMARY</b>   |
|--|
| <p><b><u>Authority’s Monitoring Report</u></b></p> <p>Following the Authority Monitoring Report for 2022/2023, presented to and considered by the Planning Policy and Local Plan Committee in December 2023, Officers have prepared a further Authority’s Monitoring Report (AMR) for the 2023/24 financial year. This report presents high level information in relation to the key indicators set out in the monitoring chapter of the Local Plan.</p> <p>The AMR includes chapters relating to the Local Development Scheme, Housing Delivery, and Employment, Commercial and Retail development. There is also information about the provision of infrastructure and community facilities, protection of the natural and historic environments, and the Tourism Strategy.</p> <p>The structure of the report enables an annual update that will be beneficial to the process of reviewing and updating the Local Plan.</p> |

| <b>RECOMMENDATION</b>   |
|---|
| <p><b>That the Planning Policy and Local Plan Committee:</b></p> <ul style="list-style-type: none"><li><b>a) notes the content of this report; and</b></li><li><b>b) notes that the Authority Monitoring Report (AMR) forms a baseline assessment of the key monitoring indicators set out in the Local Plan which will help inform the review of the Local Plan.</b></li></ul> |

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

Monitoring against the key indicators set out in the Local Plan is important to inform the scope of priorities of the review of the Local Plan and to help identify areas where changes in policy or approaches to decision making might need to change in response to emerging issues.

This report contributes to a number of priorities established in the Council's Corporate Plan 2024-2028, including creating opportunities, championing our local environment, and working with partners to improve quality of life.

### RESOURCES AND RISK

Local Plan monitoring has been undertaken by the Council's Planning Policy Team within the agreed Local Plan Budget.

The AMR presents factual data and observations about the key monitoring indicators set out in the Local Plan and has been prepared by officers within the Planning Policy Team.

### LEGAL

Under the Planning and Compulsory Purchase Act 2004 (as amended by Part 6 Section 113 of the Localism Act 2011) the Council is required to publish a regular monitoring report which monitors and reviews the progress made with the Local Plan and the extent to which its planning policies are being successfully implemented. Part 8 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) sets out the requirements for the content of these 'authority monitoring reports.

### OTHER IMPLICATIONS

**Area or Ward affected:** All wards.

**Consultation/Public Engagement:** None

## PART 3 – SUPPORTING INFORMATION

The Local Plan includes a table that identifies broad policy areas, Local Plan objectives relevant to those areas, and key indicators that can be used to understand how the policies are performing. This AMR is the second to have been undertaken since the adoption of the Local Plan in January 2022. It covers the period 1<sup>st</sup> April 2023 – 31<sup>st</sup> March 2024, and reports on the monitoring indicators set out in Chapter 11 of the Local Plan.

Whereas AMR's used to be a statutory requirement and formed part of the Council's formal reporting to central Government, they are now a local tool that can enable the Council to monitor the effectiveness of its own plan and helps inform any reviews and updates to the Local Plan. This AMR will be published on the Council's website and will, along with future updates, form part of the evidence base for the Local Plan review.

### Local Development Scheme

This section reiterates those points made within the previously published Local Development Scheme (LDS). The LDS is a timetable on the progress of the Local Plan and other planning documents. The LDS was last updated in July 2024 and a brief overview is given on the progress made. Further specific updates to the LDS are proposed as part of a separate report on the Committee's agenda.

### Housing Delivery

This section provides a snapshot in time for the approval and delivery of housing development in Tendring. Broadly the numbers show that we are delivering significantly above the 550 dwellings per year required by the Local Plan and the Council maintained a healthy position in respect of its five-year housing land supply target in the year 2023/24. From separate reports the Committee will however be aware that the district housebuilding target is set to change from 2026 to a mandatory government-set target of 1,034 homes per annum which needs to be addressed through the Local Plan review and against which maintaining an ongoing five-year supply of deliverable housing sites is expected to be very challenging.

### Employment, Commercial and Retail Development

The Annual Monitoring Report (AMR) evaluates the new employment sites allocated in the adopted Local Plan to determine the remaining available land for development. As of October 2024, the latest data indicates that the total remaining employment land is 61.2 hectares, comprising 28.2 hectares allocated specifically for employment use and 33.0 hectares as part of mixed-use allocations. Most of these sites are progressing well, with initial efforts focused on developing the planning applications which have now been submitted for the majority of the sites. Additionally, existing employment sites still have a capacity of 11.27 hectares (April 2024). The Local Plan review will include an updated assessment of the employment land required up to 2041, and additional qualitative land allocations may be necessary.

The Local Plan aims to enhance the vitality and viability of town centres by leveraging growth benefits while preserving their character. The key indicator for evaluating these planning policies is retail floorspace capacity.

In Clacton-on-Sea, there are 303 retail and service outlets with a vacancy rate of 15.18%, higher than the UK average. A £20 million improvement programme is underway to address this. Frinton-on-Sea has 128 outlets with a notably lower vacancy rate of 7.03%, indicating a thriving town centre.

Walton-on-the-Naze, with 98 outlets and a vacancy rate of 13.27% representing a slightly lower vacancy rates compared to the UK averages, suggesting a healthy retail environment. Dovercourt has 113 outlets with a higher vacancy rate of 16.81%, but the overall unoccupied space is slightly less than the national average. The Council is investing in revitalising the town centre. Brightlingsea, with 81 outlets, has a remarkably low vacancy rate of 3.70%, indicating a highly occupied and thriving retail environment. Manningtree has 69 outlets with a vacancy rate of 14.49%, slightly above the UK average, but the floorspace vacancy rate is below the national average, suggesting efficient use of retail space and opportunities for new businesses.

### Infrastructure Provision, Education and Health

The AMR provides details of infrastructure projects delivered in the year 2023/2024, as well as infrastructure and community facilities secured through planning obligations. Two large development schemes submitted details of the ultrafast fibre broadband that would be provided to future occupiers. A number of planning applications also provided contributions toward public open space and play equipment.

Over £180,000 was secured through new S106 agreements for healthcare improvements. Of money secured through planning applications from previous years, over £600,000 was spent in 2023/2024 on improvements to healthcare facilities in the District.

A number of planning applications have been accompanied by financial contributions towards education in the district in the year 2023/24. The District Council does not collect these contributions or assign where they will be spent. Rather, Essex County Council has a formula which calculates the amounts collected and determines where funds should be spent.

### The Historic Environment

In 2020 the Council adopted its Heritage Strategy, which aims to celebrate and enhance the heritage of Tendring. The strategy includes 35 actions and 3 local projects, categorised into high, medium and low priorities. The aims of the strategy are supported by Local Plan policies, and the AMR provides an overview and update on the status of these recommendations.

One of the most significant heritage projects undertaken in the 2023/24 year and the following, was the preparation and adoption of a number of Conservation Area Character Appraisals. After a period of public consultation seven Conservation Area Appraisals were adopted by the Council in July 2024. A further six Appraisals were also the subject of public consultation in that year and are due to be adopted in January 2025.

### The Natural Environment

The main indicator identified within the Local Plan to monitor Biodiversity is the implementation of the Essex Recreational disturbance Avoidance and Mitigation Strategy (RAMS) SPD. The AMR for 2023/24 provides an update on work undertaken using contributions secured from new residential

development, including joint working with Share Our Shores and the voluntary sector to host public engagement events and continue to engage with the public at habitat sites.

In the year 2023/24, the Environment Agency objected to three planning applications within Tendring on the basis of flood risk. All three applications had an initial holding objection from the Environment Agency which was subsequently overcome by the preparation of a flood risk assessment and the applications were approved.

### Tourism Promotion

The Local Plan plays a crucial role in fostering development that boosts the tourism sector, aligning with the Prosperous and Protected Places chapters. The latest Tourism Strategy focuses on increasing visitor numbers, boosting economic benefits, and enhancing the visitor experience. From 2019 to 2023, Tendring saw a strong post-pandemic recovery in tourism, with total trips rising to 5,672,600 in 2023, from a low of 2,690,000 in 2020. Staying trips and day trips also increased, though total staying spend slightly decreased to £84,864,000. However, total day trip spend rose significantly to £212,418,000, leading to a marginal increase in total visitor spend to £308,210,000. The total tourism value slightly decreased to £413,282,000.

To improve the visitor offer, the Local Plan and Tourism Strategy are enhancing high-quality attractions and accommodations. Key initiatives include allocating land for hotels and leisure facilities, repurposing town centre buildings, improving public spaces, developing The Sunspot business centre, and supporting various local projects like Walton's Maritime Museum and Brightlingsea Lido. These efforts aim to attract and retain visitors by improving facilities, accessibility, and the overall environment.

### Moving Forward

The AMR is an iterative document and represents a snapshot in time in any particular year. Therefore, much of the work undertaken as part of the Local Plan Review, which took place after April 2024, has not been included within this version of the AMR. Work has already started on the 2024/ 25 AMR which will begin to include more of the evidence compiled for the updated Local Plan and will be reported to Members in due course.

## **APPENDICES**

Appendix 1 - Authority Monitoring Report (AMR) April 2023 – March 2024

## **Background Documents**

None

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**A.3 APPENDIX 1**

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



**Authority Monitoring Report**  
**April 2023 – March 2024**

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## 1. Introduction

- 1.1. Under the Planning and Compulsory Purchase Act 2004 (as amended by Part 6 Section 113 of the Localism Act 2011) the Council is required to publish a regular monitoring report which monitors and reviews the progress made with the Local Plan and the extent to which its planning policies are being successfully implemented. Part 8 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) sets out the requirements for the content of these authority monitoring reports.
- 1.2. The primary purpose of the Authority Monitoring Report (AMR) is to provide factual data to determine the extent to which policies in the local plan have achieved their objectives. There is no longer a requirement to submit a report to central government but the overall duty to monitor and report remains. An AMR also presents an opportunity to share the performance and achievements of the planning service with the local community.
- 1.3. Through Planning Policy and Development Management, the Planning Service delivers the Council's spatial objectives. The AMR can demonstrate to the authority, its partners, fee payers and taxpayers what priorities the planning service is using to make decisions about how the area will look and function.
- 1.4. The Local Plan was adopted in two Sections – Section 1 on 26<sup>th</sup> January 2021 and Section 2 on 25<sup>th</sup> January 2022. Prior to that, the last adopted Local Plan was in 2007. **This AMR covers the second financial year following the full adoption of the Local Plan: 1 April 2023 – 31 March 2024.** Future AMRs will be published annually and cover each subsequent financial year.
- 1.5. The Alresford Neighbourhood Plan was formally made (adopted) on 8 October 2021. Two further Neighbourhood Plans, the Ardleigh Neighbourhood Plan and the Elmstead Neighbourhood Plan, were made on 21 October 2024. Alresford, Ardleigh and Elmstead Parish Councils are responsible for maintaining and periodically revisiting their Plans to ensure relevance and to monitor delivery.

## 2. Local Development Scheme Progress

- 2.1. In July 2024 the Planning Policy and Local Plan Committee approved an updated version of the Local Development Scheme, setting out the projected timetable for preparation of key Planning Policy documents. The tables below evaluate the Council's performance against those timetables and indicates where revisions will need to be made in the updated LDS in 2025.

Table 1 : Timetable for preparing Local Plan Documents

| Document   | LDS Timetable   | Comments   |
|--|---|--|
| Local Plan Review  | <b>ONGOING</b><br>Issues and Options Consultation in Summer 2024  | Due to the General Election held in July 2024, and the new Government's proposed changes to the NPPF, the programme for reviewing the Local Plan was put on hold. Now that the changes to the NPPF have been finalised, along with the updated Standard Method for calculating housing need, an updated programme for reviewing the Local Plan will be considered by the Planning Policy and Local Plan Committee. |
| Tendring Colchester Borders Garden Community Development Plan Document | <b>ONGOING</b><br>Examination in Public – Spring 2024<br>Inspectors Report/Consultation on Modifications – Summer 2024<br>Adoption (Full Council) – Winter 2024 | Examination hearings into the DPD took place in the spring of 2024, and a public consultation on the Inspectors' suggested modifications took place in the summer. The Councils now await receipt of the Inspectors final report, before the document can move forward to adoption.  |
| CIL  | <b>ONGOING</b><br>Preparation of the document beginning in Spring 2024  | Initial work, including a Viability Assessment to explore whether CIL is appropriate for the Tendring District, began in the autumn of 2024. The LDS will need to be updated to reflect this.  |
| Authority Monitoring Report (AMR)                                      | <b>COMPLETE</b><br>Annual publication following the end of the financial year.  | An AMR has been published for each of the first two financial years following the adoption of the Local Plan.  |

Table 2 : Timetable for preparing Neighbourhood Plans

| Document                            | LDS Timetable   | Comments  |
|-------------------------------------|---|---|
| Ardleigh Neighbourhood Plan         | <b>COMPLETE</b><br>Examination complete.<br>Potential referendum<br>Autumn 2024                   | The Ardleigh Neighbourhood Plan was adopted by the Council in October 2024.   |
| Brightlingsea Neighbourhood Plan    | <b>ONGOING</b><br>Neighbourhood area designated. Regulation 14 consultation possible during 2024. | Brightlingsea Town Council are working to prepare their Neighbourhood Plan ahead of a formal public consultation. Regulation 14 consultation has not yet taken place. |
| Elmstead Neighbourhood Plan and NDO | <b>COMPLETE</b><br>Examination complete.<br>Potential referendum<br>Autumn 2024                   | The Elmstead Neighbourhood Plan was adopted by the Council in October 2024.   |

Table 3 : Timetable for Supplementary Planning Documents

| Document                 | LDS Timetable                                     | Comments  |
|--------------------------|---|---|
| Hartley Gardens SPD      | <b>ONGOING</b><br>Potential adoption autumn 2024  | Work continues to develop a masterplan and SPD for Hartley Gardens, with support from Homes England. Work is progressing well, with adoption now anticipated in the summer of 2025. |
| Jaywick Sands Design SPD | <b>COMPLETE</b><br>Potential adoption Spring 2023 | Adopted February 2023   |
| Climate Change SPD       | <b>ONGOING</b><br>Potential adoption Autumn 2023  | Essex County Council have produced model Local Plan policies relating to climate change and energy efficiency, which will be considered as part of the Local Plan Review.           |

## 3. Housing Delivery

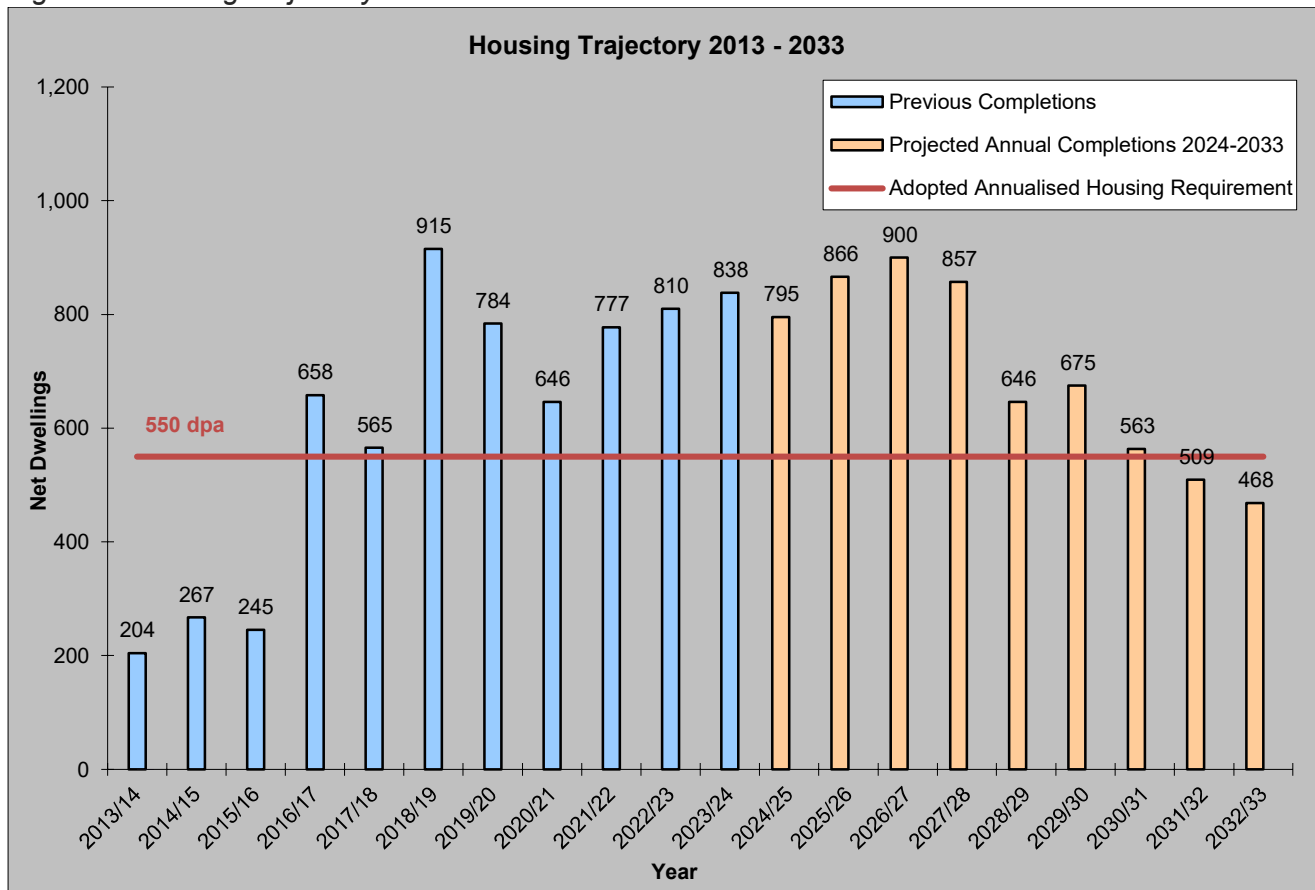
### Housing Requirement

- 3.1. Section 1 of the Local Plan sets out the 'objectively assessed housing need' (OAN) for Tendring of 550 homes a year, and the housing requirement for the period of the Local Plan 2013-2033 is therefore 11,000 homes. With approximately 6,700 homes already built between 2013 and 2024, the remaining requirement between now and 2033 stands at approximately 4,300.

### Housing Completions and Future Trajectory

- 3.2. In the period 1 April 2023 to 31 March 2024, a total of **838 (net)** new homes were completed in Tendring. This means that the housebuilding target of 550 homes a year has now been achieved for an eighth year in succession.
- 3.3. Officers have updated the Council's 'Strategic Housing Land Availability Assessment' (SHLAA) which contains a trajectory for future housing building up to 2033. Information from developers as well as officers' own monitoring of building sites have informed the forecast for the coming years.
- 3.4. The updated information contained within the [SHLAA \(July 2024\)](#) has been fed into an overall trajectory for housing growth over the plan period which is set out in the graph below.

Figure 1: Housing Trajectory 2013 - 2033



- 3.5. The trajectory shows the low level of housing completions in the years 2013/14 to 2015/16 followed by significant improvement in performance recorded for 2016/17 to 2019/20. Delivery fell in 2020/21 due to the pandemic and the closure of building sites for several months, but stronger delivery has been seen in the years since.
- 3.6. Stronger performance is expected to continue through the next four years, dropping towards the end of the Plan Period. Officers will keep under review impacts on the economy arising from increasing inflation, particularly in energy and costs, which might lead to some revisions to subsequent forecasts.

### Five Year Housing Supply and Decision Making

- 3.7. The government requires Councils to demonstrate an ongoing 'five-year supply' of deliverable housing sites to ensure that they are well placed to meet their future housing needs. Following the adoption of Section 1 of the Local Plan in January 2021, the Council's local housing need has been confirmed as 550 homes per year.
- 3.8. Taking into account the future trajectory set out in the SHLAA, the Council can demonstrate a **6.26-year supply of deliverable housing sites**. Around 3,600 homes are expected to be built within the five years 2024/25 – 2028/29, against a five-year requirement of approximately 2,900 homes.

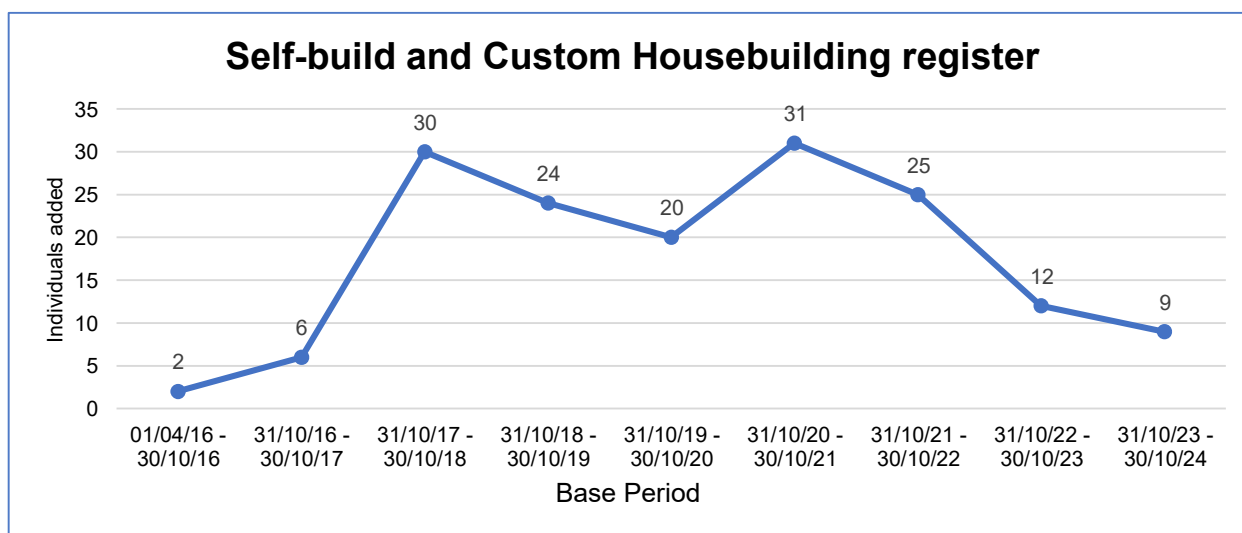
## Self-build and Custom Housebuilding

- 3.9. The [Self-build and Custom Housebuilding Act 2015](#) (the *SCHA 2015*) requires relevant authorities to keep a register of individuals (or associations of individuals) seeking to acquire serviced plots of land in the authority's area for their own self-build and custom housebuilding.
- 3.10. In each of the base periods up to 30<sup>th</sup> October 2024, the following individuals have been added to the Self-build and Custom Housebuilding register:

Table 4: Individuals added to the Self Build & Custom Housebuilding Register

| Base Period                         | Individuals Added |
|-------------------------------------|-------------------|
| Base Period 1 (01/04/16 - 30/10/16) | 2                 |
| Base Period 2 (31/10/16 - 30/10/17) | 6                 |
| Base Period 3 (31/10/17 - 30/10/18) | 30                |
| Base Period 4 (31/10/18 - 30/10/19) | 24                |
| Base Period 5 (31/10/19 - 30/10/20) | 20                |
| Base Period 6 (31/10/20 - 30/10/21) | 31                |
| Base Period 7 (31/10/21 - 30/10/22) | 25                |
| Base Period 8 (31/10/22 - 30/10/23) | 12                |
| Base Period 9 (31/10/23 - 30/10/24) | 9                 |

Figure 2: Individuals added to the Self Build & Custom Housebuilding Register



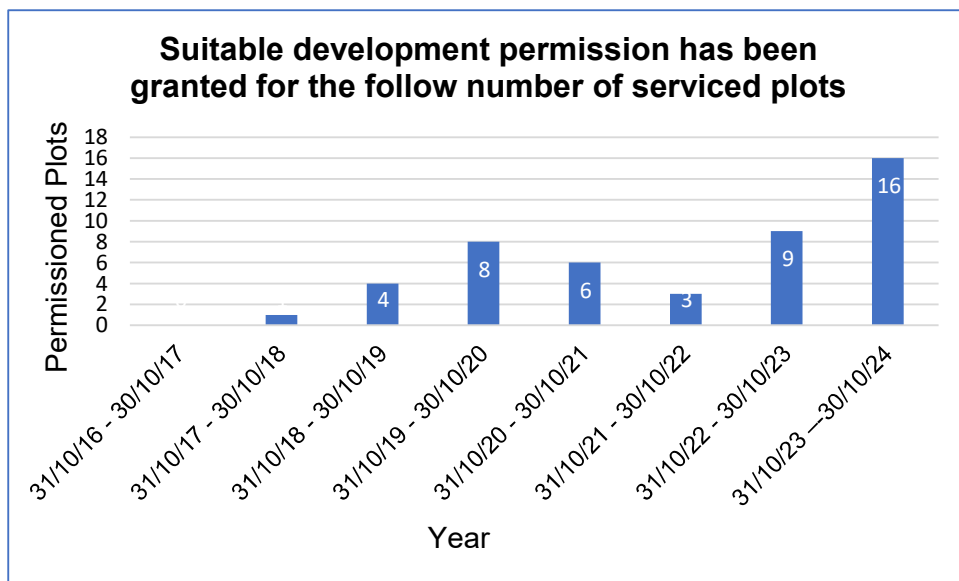
- 3.11. No associations had applied to join the register.
- 3.12. The Levelling Up and Regeneration Act 2023 (the *LURA 2023*) amended the *SCHA 2015*, tightening the requirements to grant permission in relation to the register. There are no transitional provisions within these amendments, and so the changes apply retrospectively.

- 3.13. Section 2A of *the SCHA 2015* places a duty on the authority to give development permission for the carrying out of self-build and custom housebuilding on enough serviced plots of land to meet the demand for self-build and custom housebuilding in the authority's area arising in each base period, as evidenced by the number of entries added during that period to the register.
- 3.14. Section 5 of *the SCHA 2015* and Regulation 3 of [The Self-build and Custom Housebuilding Regulations 2016](#) define a “**serviced plot of land**” as a plot of land that has access to a public highway and has connections for electricity, water, and wastewater, or can be provided with those things within the period before any development permission granted in relation to that land expires.
- 3.15. Regulation 2 of [The Self-build and Custom Housebuilding \(Time for Compliance and Fees\) Regulations 2016](#) states that the time allowed for an authority to comply with the duty is the period of **3 years** beginning immediately after the end of that base period.
- 3.16. Section 2A of the SCHA 2015 (as amended) stipulates that any demand that arose in an earlier base period and which has not been met within the time allowed for complying forms part of the current demand – i.e. unmet demand from previous years accumulates.
- 3.17. In each of the years following the end of a base period, planning permission has been granted for the following number of self-build or custom housebuilding proposals:

*Table 5: Suitable development permission granted for serviced plots*

| <b>Year</b>         | <b>Permissioned Plots</b> |
|---------------------|---------------------------|
| 31/10/16 – 30/10/17 | 0                         |
| 31/10/17 – 30/10/18 | 1                         |
| 31/10/18 – 30/10/19 | 4                         |
| 31/10/19 – 30/10/20 | 8                         |
| 31/10/20 – 30/10/21 | 6                         |
| 31/10/21 – 30/10/22 | 3                         |
| 31/10/22 - 30/10/23 | 9                         |
| 31/10/23 – 30/10/24 | 16                        |
| <b>TOTAL</b>        | <b>47</b>                 |

Figure 3: Suitable development permission granted for serviced plots



3.18. In light of the amendments introduced by *the LURA 2023*, the Council is no longer able to demonstrate that it is meeting its duties under *the SCHA 2015*. This situation will be kept under review as part of the Local Plan Review, and consideration will be given as to how best the Local Plan can encourage and support self-build proposals in the future.



## 4. Employment, Commercial and Retail Development

### Overview

- 4.1. The Local Plan seeks to provide opportunities for the development of a diverse range of employment sites across the District. A key requirement of the Local Plan is to provide for appropriate sustainable employment opportunities for residents in Tendring and to support the growth of local businesses and attract investment. It aims to support and diversify the economy while maintaining a broad balance between homes and jobs and reduce the need to travel for employment.

### Allocated Employment Sites

- 4.2. Policy PP7 allocates 32ha of land for new development in use classes B2 (General Industry) and B8 (Storage and Distribution) on sites across the District. Table 6 summarises the status of these allocated employment sites in Tendring as of October 2024. It indicates which sites are the subject of current planning applications, which sites have received planning consent, and how much of the site is still available for development.

Figure 4: Allocation Employment Sites

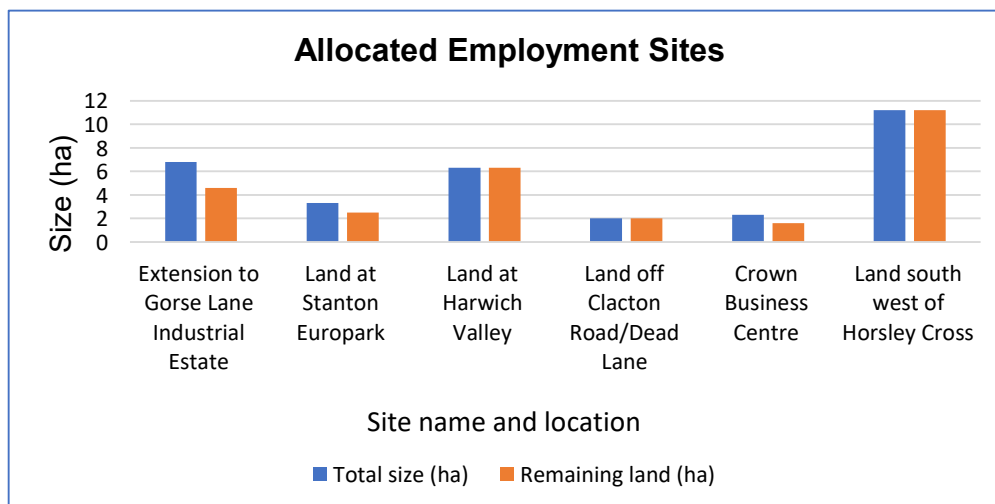


Table 6: Allocated Employment Sites with remaining available land (October 24)

| Name of Site & Location  | Size (ha) | Amount remaining (ha) | Comments   |
|--|-----------|-----------------------|--|
| Extension to Gorse Lane Industrial Estate known as Telford Business Park<br>Telford Road,<br>Clacton | 6.8       | 4.6                   | The development has been named as Telford Business Park. Two rows of multi let industrial units and a warehouse for Silverton Aggregates have been delivered, totalling c 1,800 sqm and taking up 2.2 ha.<br><br>The south-western portion has full planning consent (21/01691/FUL) for 28 E(g), B2, B8, and |

|  |      |      |   |
|--|------|------|---|
|  |      |      | E(g) business units. Additionally, there is a (23/01693/FUL) for two Class B8 storage units with ancillary offices and yards, totalling 960 sqm and 210 sqm of floorspace has now been approved. The above have not yet been delivered.   |
| Land at Stanton<br>Europark<br>Parkeston   | 3.3  | 2.5  | Northern site has full planning approval (21/01240/FUL) for proposed 68-bed hotel, two drive through restaurants, 10 business units (B2/B8) of between 139-1,244 sqm. Construction is underway here. The non-E(g)/B-Class employment land development is approximately 0.83 ha and is excluded from the realistic supply. The southern site has planning approval (23/00246/FUL) for a B8 commercial storage and distribution yard alongside a single storey management building. |
| Land at Harwich<br>Valley<br>East of Pond Hall<br>Farm, Dovercourt<br>(as part of a wider<br>mixed-use<br>development) | 6.3  | 6.3  | The site received reserved matters approval (19/00851/DETAIL) for a mixed-use development comprising employment units, cafe/restaurant units, public house, drive thru restaurants, cinema, hotel and 259 dwellings. In the masterplan, the E(g)/B-Class employment element will comprise four mid to large warehouses of 2,517 – 9,826 sqm and 16 smaller business spaces of 2,517 – 9,826 sqm. Construction has not started here. The land is not actively being marketed.      |
| Land off Clacton<br>Road/Dead Lane<br>Mistley  | 2.0  | 2.0  | The wider site received reserved matters approval (19/00539/DETAIL) for the creation of 204 dwellings and four commercial buildings. The housing is nearing completion. The employment element of this site has not come forward for development.   |
| Crown Business<br>Centre/ Evolve<br>Business Park<br>Old Ipswich Road,<br>Ardleigh/Colchester                          | 2.3  | 1.6  | The site gained outline approval (19/01939/OUT) for the development of a business park comprising E(g), B2 and B8 uses. Since this, reserved matters approval (23/01033/DETAIL) was gained for the site's access, appearance, landscaping, layout and scale. Phase 1, which comprises 40 business units from 37-126 sqm (395-1,358 sqft), has already been delivered with good occupancy.   |
| Land southwest of<br>Horsley Cross/<br>Centurion Park  | 11.2 | 11.2 | The site gained outline approval (19/01706/OUT) for a phased development comprising E(g), B2 and B8 uses. Since this, reserved matters approval (22/01042/DETAIL) was gained. Phase 1 of this development is under construction which will deliver 11 brand new warehouse/industrial units 1,022 – 6,550 sqm. The outline permission  |

|              |             |                                 |  |
|--------------|-------------|---------------------------------|--|
|              |             |                                 | indicates that Phase 2 will deliver 18,117 sqm of E(g)/B2 and B8 uses. |
| <b>TOTAL</b> | <b>31.9</b> | <b>28.2 hectares remaining*</b> |  |

\* Land will not be deducted from the overall supply until the premises are completed.

- 4.3. Although 28.2ha remains available, the majority of the above sites have gained planning permission with Stanton Europark and Land Southwest of Horsley Cross already under construction. Crown Business Centre has delivered 40 business units which are now occupied.
- 4.4. Local Plan Policies SAMU1, SAMU2 and SAMU5 allocate mixed-use sites. Policies SP8 and SP9 designate the broad location of the Tendring Colchester Garden Community and the quantum of employment. The mixed-use sites, including the new Garden Community, contribute an additional 33.0 hectares to the employment land supply. These sites have been reviewed and updated since the last Annual Monitoring Report.

*Table 7: Strategic Allocated Mixed-Use Sites with employment land available (October 2024)*

| <b>Name of Site &amp; Location</b>          | <b>Area of Employment Land (ha)</b> | <b>Amount remaining (ha)</b> | <b>Comments</b>  |
|---|-------------------------------------|------------------------------|--|
| SAMU1, EDME Maltings, High Street, Mistley  | -                                   | -                            | Employment element is unspecified, but the site is 1.7 ha in size, all in E(g)/B-Class Use. The location and size of the employment uses will be determined via any future planning application. As such, this supply has not been included. |
| SAMU2, Hartley Gardens                      | 7.0                                 | 7.0                          | Homes England are a landowner and lead developer. The final framework masterplan and associated planning application is being produced by a consultant team and is due in 2025.  |
| SAMU5, Thorpe Road, Weeley                  | 1.0                                 | 1.0                          | Mixed use allocation in the Local Plan. A reserved matters consent (22/00979/DETAIL) provides for up to 3,000 sqm of offices, on 1 ha of land, alongside a wider development of 277 dwellings, a primary school and nursery.                 |
| Tendring Colchester Border Garden Community | 25.0                                | 25.0                         | The Tendring Colchester Borders Garden Community Development Plan Document (DPD) allocates 25 hectares of employment land for a new Business Park, a 'Knowledge-Based Employment' site, and three Garden                                     |

|              |             |             |  |
|--------------|-------------|-------------|--|
|              |             |             | Community Neighbourhoods with employment uses in 'Neighbourhood Centres'. Although the Garden Community spans the boundary with Colchester, most of the site and thus the employment allocation will be in Tendring. |
| <b>TOTAL</b> | <b>33.0</b> | <b>33.0</b> |  |

4.5. The total remaining land area of employment allocations is therefore 61.2 ha comprising 28.2 ha of employment allocations and 33.0 ha of employment land on mixed use allocations.

4.6. The majority of the above sites are progressing well. In the early stages, progress will be centred on the development of the planning applications which have been submitted on most of the sites.

### Additional Available Employment Land

*Table 8: Existing employment sites with employment land remaining available (April 2024)*

| <b>Name of Site &amp; Location</b>                       | <b>Size (ha)</b> |
|--|------------------|
| Gorse Lane Industrial Estate                             | 0.40             |
| Kennedy Way, Valleybridge Rd, Clacton                    | 0.19             |
| Northern compound, West of Hall Lane, Walton on the Naze | 0.12             |
| Unit 5, 6-13 Lanswood Business Centre, Elmstead          | 2.17             |
| Plough Rd, Great Bentley                                 | 1.26             |
| Systematic, Old Ipswich Rd, Ardleigh                     | 2.12             |
| Morse Lane, Brightlingsea                                | 3.98             |
| Mistley Quay, Mistley                                    | 0.27             |
| NEEB, Riverside Way, Mistley                             | 0.76             |
| <b>TOTAL</b>   | <b>11.27</b>     |

4.7. The existing employment sites still have capacity (as surveyed in April 2024). The available employment land is distributed across various locations in Tendring, with the largest site being Morse Lane in Brightlingsea (3.98 ha) and the smallest being the Northern compound, West of Hall Lane in Walton on the Naze (0.12 ha). The varied sizes of the sites provide flexibility for different types of businesses, from small startups to larger enterprises looking to expand. This analysis highlights the potential for diverse business development across Tendring, leveraging the available land to support economic growth and employment opportunities.

4.8. Given the above, at present, it is anticipated that there will be a steady stream of serviced employment land over the Local Plan period. However, the Council is undertaking a qualitative assessment of the needs of various employers in 2025, and this may lead to additional allocations in the forthcoming review of the Local Plan.

- 4.9. More detailed information regarding supply and completion rates can be found in the latest Local Employment Land Review, an updated version of which will be completed in Spring 2025.

### **Retail Development Report**

- 4.10. The Local Plan aims to boost the vitality and viability of town centres by leveraging the benefits of growth while preserving the town centres character. To evaluate the effectiveness of these planning policies, the key indicator is retail floorspace capacity. Below is an updated assessment of the main centres in Tendring.

#### Clacton-on-Sea

- **Total Retail and Service Outlets:** 303 (562,000 sq. ft. as of 20.04.24)
- **Vacant Outlets:** 46 (15.18% vs. UK average of 14.08%)
- **Vacant Outlet Floorspace:** 105,200 sq. ft. (18.72% vs. UK average of 14.21%)

- 4.11. Clacton-on-Sea has a higher vacancy rate for both the number of outlets and floorspace compared to the UK averages, indicating a significant portion of retail space is currently unoccupied. To address this, a £20 million town centre improvement programme is underway, including a new library and learning space, café, community and commercial buildings, new homes, and improvements to the multi-storey car park.

#### Frinton-on-Sea

- **Total Retail and Service Outlets:** 128 (205,400 sq. ft. as of 25.01.24)
- **Vacant Outlets:** 9 (7.03% vs. UK average of 14.08%)
- **Vacant Outlet Floorspace:** 23,100 sq. ft. (11.25% vs. UK average of 14.21%)

- 4.12. Frinton-on-Sea boasts notably lower vacancy rates for both outlets and floorspace compared to the UK averages, suggesting a thriving town centre with high occupancy rates for retail and service outlets.

#### Walton-on-the-Naze

- **Total Retail and Service Outlets:** 98 (121,300 sq. ft. as of 20.04.24)
- **Vacant Outlets:** 13 (13.27% vs. UK average of 14.19%)
- **Vacant Outlet Floorspace:** 12,000 sq. ft. (9.89% vs. UK average of 14.48%)

- 4.13. Walton-on-the-Naze has slightly lower vacancy rates for outlets and significantly lower rates for floorspace compared to the UK averages. This indicates a relatively healthy retail environment with opportunities for new businesses to contribute to its growth and vibrancy.

### Dovercourt

- **Total Retail and Service Outlets:** 113 (178,000 sq. ft. as of 14.08.23)
- **Vacant Outlets:** 19 (16.81% vs. UK average of 14.08%)
- **Vacant Outlet Floorspace:** 23,900 sq. ft. (13.43% vs. UK average of 14.21%)

4.14. Dovercourt has a higher vacancy rate for outlets but a slightly lower rate for floorspace compared to the UK averages. This suggests that while there are more vacant outlets, the overall amount of unoccupied space is slightly less than the national average. The Council's investment programme for Dovercourt includes several key projects aimed at revitalising the town centre and attracting new businesses.

### Brightlingsea

- **Total Retail and Service Outlets:** 81 (96,600 sq. ft. as of 11.10.23)
- **Vacant Outlets:** 3 (3.70% vs. UK average of 14.19%)
- **Vacant Outlet Floorspace:** 4,800 sq. ft. (4.95% vs. UK average of 14.48%)

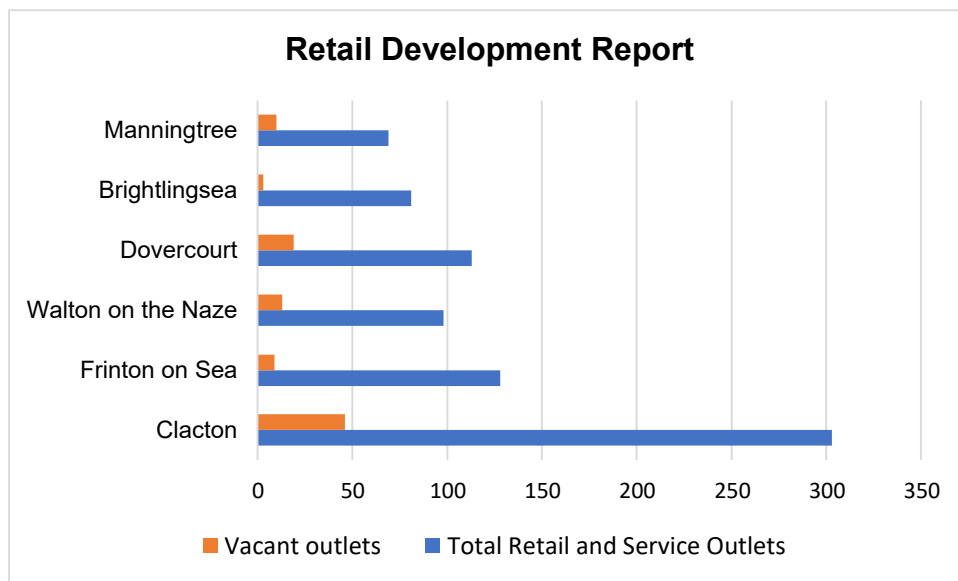
4.15. Brightlingsea has a remarkably low vacancy rate for both the number of outlets (3.70%) and the floorspace (4.95%) compared to the UK averages of 14.19% and 14.48%, respectively. This indicates a highly occupied and thriving retail environment with Brightlingsea's town centre performing exceptionally well.

### Manningtree

- **Total Retail and Service Outlets:** 69 (125,800 sq. ft. as of 11.10.23)
- **Vacant Outlets:** 10 (14.49% vs. UK average of 14.19%)
- **Vacant Outlet Floorspace:** 15,300 sq. ft. (12.16% vs. UK average of 14.48%)

4.16. While the vacancy rate for the number of outlets is slightly above the UK average, the floorspace vacancy rate is below the national average. This suggests that Manningtree is making efficient use of its available retail space, indicating a healthy retail environment with opportunities for new businesses to flourish.

Figure 5: Retail Development report of retail and service outlets



## 5. Provision of Infrastructure and Community Facilities

5.1. This section reflects the policies in both the Connected and Sustainable Places chapters of the Local Plan. The delivery of infrastructure projects includes sustainable transport opportunities, internet provision, community facilities, water and waste management. These are key to ensuring new growth enhances infrastructure provision for the benefit of new and existing communities.

Table 9: Infrastructure projects - funding and delivery

| <b>Open Space Projects Delivered Off-Site in 2023/24</b>   |               |   |
|--|---------------|---|
| <b>Development Site</b>  | <b>Amount</b> | <b>Project Delivered</b>  |
| 18/00194/FUL - Land at Tokely Road, Frating  | £142,486.22   | <b>Play Area, Tokely Road, Frating</b><br>Creation of a new fully inclusive play area, with ball court, designed for children of all ages.              |
| 16/00036/FUL - Glebe Farm, The Green<br>20/01027/FUL - Fat Goose, Heath Road   | £9,534.00     | <b>Heath Road, Tendring</b><br>New activity equipment   |
| 19/00270/FUL - Hunters Moon, Colchester Road<br>19/00996/FUL - Land East of Chapelfields   | £40,000.00    | <b>Play Area at Village Hall, Wix</b><br>Installation of new play equipment to enhance the existing play area.  |
| 08/00999/OUT - 52 Harwich Road, Lt Oakley<br>21/01803/FUL - 70-72 Rectory Road, Lt Oakley<br>20/00342/FUL - Land southwest of Hammonds Drive, Ramsey<br>21/01480/FUL - 21 Mayes Lane, Ramsey | £23,409.33    | <b>Coronation Park, Little Oakley (Lodge Road)</b><br>Installation of new play equipment to create an additional play area/open space in Little Oakley. |
| 21/01676/FUL - Land adj Stoney Acres, Robinson Road  | £5,100.00     | <b>Brightlingsea- Pawsons Play Area</b><br>New piece of equipment   |

5.2. Within the year 2023-24, details were submitted to and approved by the Council regarding the provision of ultrafast full fibre broadband for two residential development schemes: land at Stourview Close and land at long Road Mistley.



## Education and Health

- 5.3. Provision of good quality health and education facilities are key to support growing, sustainable communities. These functions are delivered by partners in Essex County Council and the National Health Service. As the Local Planning Authority, Tendring District Council is responsible for securing the funds through planning obligations that enable our partners to deliver these services.

### Health

- 5.4. The following table sets out how much money has been secured for healthcare through S106 agreements related to planning applications approved in 2023-2024.

Table 10: Healthcare funding secured

| Reference    | Address                    | Healthcare Contribution |
|--------------|----------------------------|-------------------------|
| 23/00373/FUL | Elm Tree Close, Frinton    | £17,000                 |
| 17/01229/OUT | Rouses Farm, Clacton       | £554,900                |
| 22/01818/FUL | Weeley Road, Great Bentley | £29,863                 |
| <b>TOTAL</b> |                            | <b>£601,763</b>         |

- 5.5. Money secured through developer contributions isn't collected at the same time that planning permission is granted, but at various trigger points stipulated in the legal agreement. The following table sets out the developer contributions collected during 2023-2024, which were originally secured through earlier planning applications.

Table 41: Healthcare funding received

| Reference    | Address                              | Healthcare Contribution | Purpose                             |
|--------------|--------------------------------------|-------------------------|-------------------------------------|
| 21/01397/FUL | Henderson Road, Thorpe               | <b>£17,374.97</b>       | Improve surgery High Street, Thorpe |
| 17/02168/OUT | Low Road, Dovercourt                 | <b>£68,900.94</b>       | Improve Fronks Road surgery         |
| 17/01881/OUT | Weeley Road, Great Bentley           | <b>£30,670.23</b>       | Improve the Hollies, Great Bentley  |
| 18/01994/OUT | Harwich Road, Mistley                | <b>£41,280.34</b>       | Improve Riverside Health Centre     |
| 17/02055/FUL | Sacketts Grove Caravan Park, Clacton | <b>£31,105.99</b>       | Improve Green Elms Health Centre    |
| <b>TOTAL</b> |                                      | <b>£189,332.47</b>      |                                     |

## Education

- 5.6. A number of planning applications have required financial contributions towards education in the District in the year 2023/24. These include Land south of Michael Wright Way, Great Bentley, Rouses Farm, Clacton, Land east of Halstead Road, Kirby Cross, and Land south of Weeley Road, Great Bentley.
- 5.7. The District Council does not collect these contributions or assign where they will be spent. Rather, Essex County Council has a formula which calculates the amounts collected and determines where funds should be spent.

## 6. Sustainable Travel

- 6.1. This section reflects the policies in both the Healthy and Sustainable Places chapters of the Local Plan. The Settlement Hierarchy sets out the areas where development is directed within the District. Locations are prioritised to ensure development is located with access to the strategic road network, public transport and has the potential to offer the widest range of services so daily needs can be met with minimal travel required.

### Strategic Work

- 6.2. Essex County Council (ECC) have begun work on the Tendring Future Transport Strategy, and public engagement on the vision and objectives of this strategy will be undertaken in due course. The County Council are also progressing the Tendring Local Cycling Walking and Infrastructure Plan (LCWIP) as part of their wider work preparing these plans for the whole county.

### Planning Applications

- 6.3. A condition of many planning applications is that the developer must provide a Sustainable Travel Plan, to demonstrate how the development will promote sustainable travel objectives. In other cases, specific mitigation measures, such as the provision of bicycle storage or electric vehicle charging points, are required.

Table 12: Applications with conditions requiring sustainable travel mitigations

| Reference                              | Purpose   |
|--|---|
| 20/01797/FUL<br>APP/P1560/W/21/3283544 | Secure, Convenient and Covered Cycle Parking                        |
| 21/01574/FUL                           | Cycle Storage and Charging Points                                   |
| 20/01055/FUL<br>APP/P1560/W/22/3292186 | Design of Cycle Storage Areas                                       |
| 20/00547/OUT                           | Cycle Parking, Residential Travel Information Pack and EV Charging. |
| 19/00524/OUT                           | Cycle Storage   |
| 23/00965/FUL                           | Travel Plan   |
| 22/00200/VOC                           | Workplace Travel Plan   |

## 7. The Historic Environment

- 7.1. This section reflects the policies in both the Protected and Sustainable Places chapters of the Local Plan and the delivery of projects and proposals set out within the Councils adopted Heritage Strategy 2020 (as amended). The adopted Tendring Heritage Strategy contains thirty-five actions and three local projects. The actions are split into four categories: high, medium, and low-urgency, and those which were ongoing at the time the strategy was adopted.
- 7.2. Many of the priority actions are dependent on the completion of the district-wide review of Conservation Areas, which officers in the Planning Policy team have been working on. Consultations have been conducted on 15 of the updated Conservation Area Appraisals, with the remaining 5 scheduled for January 2025.

### High Priority Actions

Table 53: Status of Heritage Strategy High Priority Actions

| Action   | Status  |
|--|---|
| Reassess condition and status of assets on the Heritage at Risk Register, including ownership  | Ongoing.<br><br>The 'Heritage at Risk' register, whilst administered by Historic England has not had any assets added to it over the last year. This is likely to change on the completion of the conservation area appraisal work as there are a number of properties identified within the appraisals which could be added to the register. |
| Adopt Conservation Area Character Appraisals and Management Plans for five conservation areas on the Heritage at Risk Register (Clacton Seafront, Dovercourt, St Osyth, Thorpe-le-Soken, and Thorpe-le-Soken Station and Maltings) | Complete<br><br>These conservation Area Management Plans have already been the subject of public consultation and were adopted in July 2024.  |
| Assess need for Article 4 Directions or Areas of Special Advertisement Consent within Conservation Areas at Risk (Clacton Seafront, Dovercourt, St Osyth, Thorpe-le-Soken, and Thorpe-le-Soken Station and Maltings)               | Ongoing.<br><br>This work will be informed by the new conservation area appraisals once adopted.  |
| Update "Conservation in Tendring" booklets providing practical advice to owners of historic buildings  | Ongoing.<br><br>Heritage awareness leaflets were circulated to all households alongside Council Tax bills in April 2023.  |
| Create and adopt a Local List  | Ongoing.<br><br>The criteria to which buildings would be assessed was adopted at the same time as the first seven Conservation Areas.   |

|   |   |
|---|---|
|   | A six-month public consultation to gather sites for a Local List was started in December 2024.  |
| Promote the District's Heritage Champion and raise awareness of their duties                            | Complete.   |
| Promote the District's events and festivals   | Ongoing.<br><br>The Council's Tourism team continue with District-wide promotional activities covering arts and heritage locally, including for the International Day for Monuments and Sites in April, and Heritage Open Days in September each year. The Districts events and festivals appear on the Essex Sunshine Coast website, Visit Essex, TDC website and the Love Tendring app. |
| Audit into current condition of signage and information boards, and maintenance of these where required | Not yet started.<br><br>This work will follow the adoption of the new Conservation Area Appraisals.   |

### Medium Priority Actions

*Table 14: Status of Heritage Strategy Medium Priority Actions*

| <b>Action</b>   | <b>Status</b>   |
|---|---|
| Facilitate pre-application discussions to find solutions to problematic and redundant sites/buildings, including Harwich and Dovercourt Lighthouses | Ongoing   |
| Adoption of Character Appraisals and Management Plans for every Conservation Area   | Ongoing.<br><br>15 updated Conservation Area Appraisals have been through public consultation, seven of which were adopted by the Council in summer 2024. and will be presented to members for adoption in 2024. Public consultations on the remaining 5 will take place in early 2025. |
| Ensure Conservation Area boundary maps are updated and made available online  | Ongoing.<br><br>Work to publish interactive maps showing Conservation Area boundaries as well as Local Plan data is nearing completion.   |
| Assess need for Conservation Management Plans for sites including Beaumont Quay, St Osyth Priory (and Registered Park and Garden),                  | Not yet started.  |

|  |  |
|--|--|
| Lawford Barrow, Clacton Seafront Registered Park and Garden  |  |
| Produce design guidance documents for historic areas, including shopfront and signage design guides and guidance for high quality new developments   | Ongoing.<br>Early internal conversations have started.                 |
| Provide targeted training courses with Parish Councils   | Not yet started.   |
| Promote communication between organisations who make decisions affecting historic environment  | Ongoing.   |
| Promote communication and improved partnership working between Tendring District Council, regional partners, volunteer groups, local societies and business owners   | Ongoing.   |
| Encourage development of educational programmes between museums and visitor attractions and schools  | Ongoing.   |
| Investigate potential of hosting courses for building contractors and apprentices in traditional construction techniques at venues such as St Osyth's Priory and partnership with National Heritage Training Group | Not yet started.   |
| Use of imagery and displays on hoarding to generate public interest and promote heritage during archaeological excavations and development   | Ongoing.<br>This kind of signage was used for the Jaywick Market site. |
| Encourage local schools to take part in heritage trips   | Ongoing.   |
| Establish collaborative approach with commercial teams to ensure heritage visitor sites are easily accessible to all   | Ongoing.   |
| Organise and promote Heritage Open Days  | Ongoing.   |

### Low Priority Actions

Table 15: Status of Heritage Strategy Low Priority Actions

| Action                             | Status  |
|------------------------------------|---|
| Establish a 'Cultural Partnership' | Ongoing:<br>The Tendring Local Cultural Education Partnership (TCEP) was established in April 2021. This post, funded by Royal Opera House Bridge |

|   |  |
|---|--|
|   | aims to bring together partners to support young people and their creative aspirations. Officers in Economic Growth & Leisure continue to work with arts and cultural organisations to facilitate partnership and discussions, also meeting aims within the Creative and Cultural Strategy.                                    |
| Investigate opportunities provided by the University of Essex and other higher education facilities to carry out research into aspects of Tendring's heritage, particularly key themes of military and coastal heritage | Not yet started.   |
| Create a shared approach to branding for the District's heritage to connect the historic environment, cultural heritage and the arts  | Ongoing:<br><br>There is no distinctive brand established yet however Culture and Heritage features on the Essex Sunshine Coast website. The Love Tendring app continues to be updated to include more events and activities, and Clacton150 has highlighted Heritage through the Heritage Trail and commemoration activities. |
| Creation of additional signage and information boards   | Not yet started.   |
| Introduction of blue plaques  | Not yet started.   |
| Creation of further heritage trails such as 'Hidden Heritage' to respond to wider national trends and interests   | Completed.   |
| Create digital interpretive mapping   | Not yet started.   |
| Undertake research into existing apps and resources to assess potential for future initiatives and collaboration  | Ongoing.   |
| Create a 'healthy heritage' brand across Tendring   | Ongoing  |

### Ongoing actions at the time the Heritage Strategy was adopted

Table 16: Status of Heritage Strategy Ongoing Actions

| Action  | Status     |
|---|------------|
| Ensure effective conservation of heritage assets and their significance through the Development Management process      | Ongoing.   |
| Utilisation of Local Authority enforcement powers   | Ongoing.   |
| Use of up-to-date GIS mapping system within Tendring District Council and Essex County Council                          | Completed. |
| Continue to provide conservation advice to owners of historic buildings through the "Conservation in Tendring" booklets | Ongoing.   |

|  |  |
|--|--|
|  | Quotes have been submitted from Essex Place Services for this work, but due to its low priority this action has not yet been commissioned. |
| Promote training courses relating to conservation and the historic environment, including Traditional Building Skills courses run by Place Services (Essex County Council) | Not yet started.   |
| Collaborate with the aims, objectives and actions of the Tourism Strategy to promote the historic environment  | Ongoing.   |
| Consider approach to events and exhibitions  | Not yet started.   |

## Local Projects

7.3. The three locally specific heritage projects are:

- **Support the future of Walton's Maritime Museum in Walton.** Create improved way finding, linking the Museum with other attractions and facilities, taking advantage of the coastal path and support the Trust to work with nearby facilities to develop a programme of activities for key dates and summer season. It is understood that the Walton Forum are now leading on this project.
- **Support with the 5-year development plan for the Brightlingsea Lido.** Expansion of the pool to ensure it is fully accessible for all, and construction of a Wellbeing Centre. The Council have supported Brightlingsea Town Council with a submission to phase 2 of Sport England Swimming Pool Support Fund.
- **Explore options for the restoration or sympathetic reinterpretation of the first electric streetlights in Clacton.** A historical survey and costing appraisal has been commissioned to restore/replace the electric streetlights in Clacton.



## 8. The Natural Environment

- 8.1. This section reflects the policies in both the Protected and Sustainable Places chapters of the Local Plan.

### **The delivery of projects contained within the Essex RAMS SPD.**

- 8.2. Bird Aware is an initiative to raise awareness of the birds that feed and breed on the Essex Coast and is funded through RAMS contributions. The vision for Bird Aware is for a coastline where human recreation does not impact overwintering and beach nesting birds or their habitat. Over the past 12 months Bird Aware has undertaken a number of projects to achieve this. The key aim is to increase visitor awareness and improve understanding of coastal birds - the causes and impacts of disturbance to them and their environment.
- 8.3. Bird Aware has partnered with Share Our Shores on a 2-year project to increase engagement and communication activities. As well as volunteer engagement, there has been a focus on increasing awareness around breeding birds in both the summer and winter months which has been delivered through signage at a new zoned coastal site and monitoring.
- 8.4. Ten locations have been identified for leaflet boxes to continue the awareness raising and engagement. Monitoring of specific coastal path locations has been carried out with the installation of nine people counters.
- 8.5. Bird Aware also attended various events throughout the County, including the Mayflower Primary School Careers Day, Brightlingsea Regatta, Summer Safety Tour in Dovercourt and a Multi-Agency Event in Mistley.

### **Water Management and Flood Risk**

#### Number of developments incorporating water management schemes

- 8.6. Policy PPL5 of the adopted Local Plan requires all new dwellings to incorporate measures to achieve a water consumption rate of not more than 110 litres, per person, per day. All planning permissions for new residential development now include a planning condition requiring the submission of water, energy and resource efficiency measures for the lifetime of the development, which must be approved in writing by the Local Planning Authority. This means that all new developments must now include water management schemes in accordance with the adopted policy.

#### Number of developments approved contrary to advice from Environment Agency.

- 8.7. The National Planning Practice guidance note states:

*For any planning application for major development where the local planning authority is minded to grant permission and the proposal:*

1. Is within Flood Zones 2 or 3, or on land within Flood Zone 1 which has been notified to the local planning authority as having critical drainage problems; and

2. Is the subject of a sustained objection by the Environment Agency on flood-risk grounds,

the local planning authority must follow the procedure provided for in the [Town and Country Planning \(Consultation\) \(England\) Direction 2021](#). Prior to this, the authority, the Agency and the applicant should first make all reasonable endeavours to negotiate and come to an agreement as to whether changes could be made to the application that would enable the Agency to withdraw its objection. The referral process set out in the Direction will need to be followed by the local planning authority unless the Environment Agency withdraws its flood risk objection in writing.

This means that if the Agency still concludes that it is unable to withdraw its objection and the authority is still minded to grant permission, then the authority must refer the application to the Secretary of State for possible call-in. [...]

The Environment Agency publishes transparency data comprising an annual list of all those planning applications to which it made an initial objection on the basis of flood risk.

8.8. In the period April 2023 – March 2024 there were three applications identified on the Environment Agency's list.

Table 17: Applications in a flood zone with initial Environment Agency objections

| <b>Application Number</b> | <b>Address</b>   | <b>Status</b> |
|---------------------------|--|---------------|
| <b>23/00708/FUL</b>       | 51/51A Garland Road Parkeston Harwich<br>Essex CO12 4PB  | APPROVED      |
| <b>23/01370/FUL</b>       | Hutleys Shopping Parade Beach Road<br>St Osyth<br>Essex CO16 8TB   | APPROVED      |
| <b>23/01721/FUL</b>       | Unit 6, 6A and 7B Rice Bridge Industrial<br>Estate Station Road Thorpe Le Soken<br>Clacton On Sea Essex CO16 0HH | APPROVED      |

8.9. These three applications had a holding objection from the Environment Agency, which was overcome with the preparation of a flood risk assessment. The decisions for all three applications were in accordance with Environment Agency advice and did not need to go before the Secretary of State.

## 9. Tourism Promotion

9.1. This section reflects the policies in both the Prosperous and Protected Places chapters of the Local Plan.

9.2. The Local plan has an important role to play in facilitating the kinds of development that will contribute positively towards growth in the tourism sector. The latest Tourism Strategy focuses on three key objectives most applicable to planning. These being to:

1. **Increase visitor numbers**
2. **Boost economic benefits**
3. **Enhance the visitor experience**

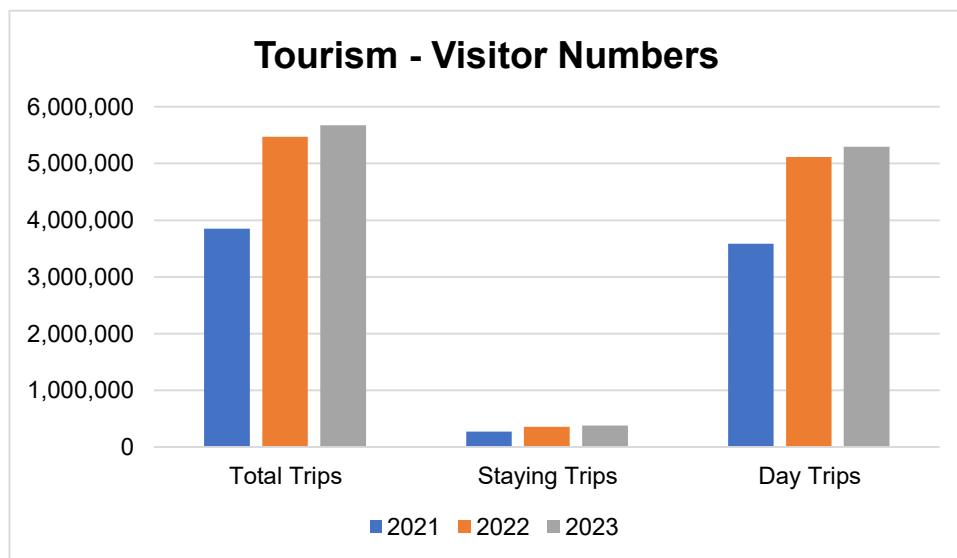
Table 18: Summary of the tourism trips and spend within Tendring between 2019 and 2023

|   | 2023                | 2022                | 2021                | 2020                | 2019                |
|---|---------------------|---------------------|---------------------|---------------------|---------------------|
| <b>Total number of trips:</b>               | 5,672,600           | 5,471,200           | 3,850,400           | 2,690,000           | 5,779,200           |
| <b>Total staying trips:</b>                 | 375,600             | 353,200             | 266,400             | 171,000             | 380,200             |
| <b>Total staying nights:</b>                | 1,414,300           | 1,450,500           | 934,100             | 646,800             | 1,502,900           |
| <b>Total staying spend:</b>                 | £84,864,000         | £94,136,000         | £53,270,000         | £33,906,000         | £87,924,000         |
| <b>Total day trips:</b>                     | 5,297,000           | 5,118,000           | 3,584,000           | 2,519,000           | 5,399,000           |
| <b>Total day trip spend:</b>                | £212,418,000        | £197,698,000        | £135,938,000        | £88,057,000         | £211,295,000        |
| <b>Other associated spend:</b>              | £36,268,000         | £39,746,800         | £30,217,050         | £19,492,525         | £37,791,000         |
| <b>Total visitor spend:</b>                 | <b>£308,210,000</b> | <b>£306,849,800</b> | <b>£203,467,050</b> | <b>£131,977,525</b> | <b>£311,623,000</b> |
| <b>Supplier &amp; income induced spend:</b> | <b>£105,072,000</b> | <b>£106,929,000</b> | <b>£70,443,000</b>  | <b>£48,261,000</b>  | <b>£106,889,000</b> |
| <b>Total tourism value:</b>                 | <b>£413,282,000</b> | <b>£413,778,800</b> | <b>£273,910,050</b> | <b>£180,238,525</b> | <b>£418,512,000</b> |
| <b>% +/-</b>                                | <b>0%</b>           | <b>51%</b>          | <b>52%</b>          | <b>-57%</b>         | <b>4%</b>           |
| <b>2019 vs 2022 % +/-</b>                   | <b>-1.13%</b>       |                     |                     |                     |                     |

9.3. The key findings shown in the table of tourism trips and spending in Tendring from 2019 to 2023 are:

- **Total trips:** In 2023, there were 5,672,600 trips, up from 5,471,200 in 2022 and 3,850,400 in 2021, showing strong post-pandemic recovery.
- **Staying trips:** Increased to 375,600 in 2023 from 353,200 in 2022 and 266,400 in 2021, indicating more extended visits.
- **Day trips:** Rose to 5,297,000 in 2023 from 5,118,000 in 2022 and 3,584,000 in 2021, highlighting growing interest in shorter visits.

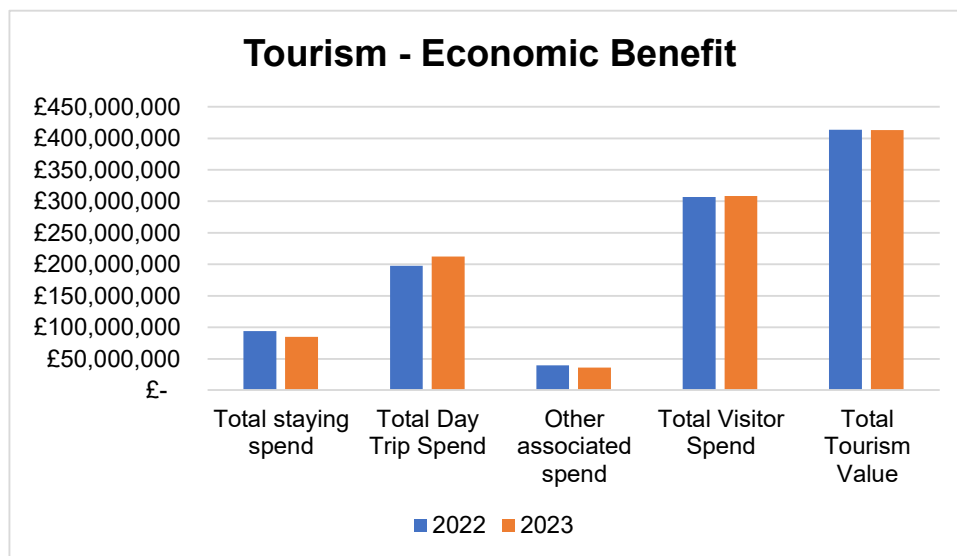
Figure 7: Tourism – Visitor Numbers



#### 9.4. Economic Benefit

- **Total staying spend:** Slightly decreased to £84,864,000 in 2023 from £94,136,000 in 2022.
- **Total day trip spend:** Increased significantly to £212,418,000 in 2023 from £197,698,000 in 2022.
- **Other associated spend:** Decreased to £36,268,000 in 2023 from £39,746,800 in 2022.
- **Total visitor spend:** Marginally increased to £308,210,000 in 2023 from £306,849,800 in 2022.
- **Total tourism value:** Slightly decreased to £413,282,000 in 2023 from £413,778,800 in 2022.

Figure 8: Tourism – Economic Benefit



### Improving the Visitor Offer

9.5. The Local Plan and Tourism Strategy aim to protect and enhance high-quality visitor attractions and accommodations. The planning section in Tendring is contributing to this by:

- Allocating land for hotels, shops, leisure, and sports facilities.
- Supporting the repurposing of town centre buildings and Martello Tower E for community, cultural, and event use.
- Assisting in improving public spaces and wayfinding between the seafront and town centre.
- Contributing to the development of The Sunspot business centre at Jaywick Sands for retail, office, studio, and workshop tenants.
- Leading on the Jaywick Sands Place Plan to enhance public spaces, develop flood defences, improve transport links, support the local economy, and create new business and tourism opportunities.
- Supporting Walton's Maritime Museum with improved wayfinding and activity programs.
- Assisting with the 5-year plan for Brightlingsea Lido, including pool expansion and a Wellbeing Centre.
- Exploring restoration options for Clacton's first electric streetlights.

- Enhancing the environment through biodiversity net gain.
  - Contributing to the Tendring Local Cycling Walking and Infrastructure Plan with Essex County Council.
- 9.6. These efforts aim to attract and retain visitors by improving facilities, accessibility, and the overall environment.

## 10. Glossary of Terms

This glossary of terms is only intended to provide a guide. It is not a statement of the law, nor does it make any claim to be an official definition.

**Authority Monitoring Report:** Section 113 of the Localism Act (2011) requires that a monitoring report must be published assessing the implementation of policy and progress of the Local Development Scheme.

**Adoption:** The process following consultation and examination by which the Council will finally make the Local Plan the statutory 'development plan' for the District.

**Ancillary Use:** A subsidiary use connected to the main use of a building or piece of land, e.g. storage space within a factory.

**Article 4 Direction:** A power available under the 1995 Town and Country Planning (General Permitted Development) Order allowing the Council to limit or remove permitted development rights of properties and land. Such a direction therefore requires planning permission to be obtained for certain works that would otherwise not require permission.

**Biodiversity:** "Biodiversity is the variability among living organisms from all sources including, among other things, terrestrial, marine and other aquatic ecosystems, and the ecological complexes of which they are part; this includes the diversity within species, between species and of ecosystems" (EU Convention on Biological Diversity Definition).

**Community Infrastructure Levy (CIL):** A mechanism which enables local authorities to obtain financial contributions from landowners and developers undertaking new building projects toward be the provision of infrastructure.

**Conditions:** Clauses attached to a planning permission considered necessary, relevant, enforceable, precise and reasonable to enable development to proceed where it might otherwise be necessary to refuse permission.

**Conservation Area:** An area designated by the Council under the Planning (Listed Buildings and Conservation Areas) Act 1990 as possessing special architectural or historical interest. The Council is required to preserve or enhance the character and appearance of these areas.

**Development Plan Documents:** Spatial planning documents that are subject to independent examination and will form the development plan for a local authority area for the purposes of the 2004 Act. Each authority must set out the programme for preparing its Development Plan Document in the Local Development Scheme (LDS)

**Dwelling:** A self-contained residential unit, occupied by either a person or group of people living together as a family, or by not more than six residents living together as a single household (including a household where care is provided for residents).

**Evidence Base:** The name given to the range of technical information including surveys, studies and consultation results that have been gathered to inform the preparation of the Local Plan.

**Examination in Public (EiP):** An inspector appointed by the Secretary of State will carry out an independent examination into the soundness of the Development Plan Document.

**Flood Risk Areas:** Land that is at risk of tidal or fluvial flooding. Flood risk maps are produced by the Environment Agency which grade the level of risk in each area.

**Flood Risk Assessment:** Assessment required to accompany planning applications for development in areas of identified flood risk that both determines the level of risk and whether mitigation measures can address any flood risk problems that may be brought about by development.

**Green Infrastructure:** A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

**Heritage asset:** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

**Infrastructure:** Any structure, building, system facility and/or provision required by an area for its social and/or economic function and/or well-being including (but not exclusively): footways, cycleways and highways; public transport; drainage and flood protection; waste recycling facilities; education and childcare; healthcare; sports, leisure and recreation facilities; community and social facilities; cultural facilities, including public art; emergency services; green infrastructure; open space; affordable housing; live/work units and lifetime homes; broadband; facilities for specific sections of the community such as youth or the elderly.

**Landscaping:** The treatment of land for the purposes of enhancing and protecting amenities, and including fencing, walls or other means of enclosure, the planting of trees, hedges, shrubs or grass, and the formation of gardens and courtyards.

**Local Development Scheme (LDS):** This sets out the programme for preparing planning guidance. The Council's LDS was approved in <date> and can be found on the Council's website.

**Local Planning Authority:** The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the District council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

**Local Plan:** The plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the community.

**National Planning Policy Framework (NPPF):** The NPPF sets out national planning guidance for the plan making and decision taking. The most up to date version was released Dec 2024.

**National Planning Practice Guidance (NPPG):** An online resource which provides guidance on how to apply the policies and guidance in the NPPF.



**Neighbourhood Plans:** A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area.

**Objectively Assessed Needs:** Objectively assessing and evidencing development needs for housing (both market and affordable); and economic development (which includes main town centre uses).

**Planning Obligations:** Legal agreements between a planning authority and a developer, or offered unilaterally by a developer, ensuring that certain extra works related to a development are undertaken, usually through Section 106 of the Town and Country Planning Act (1990).

**Regeneration:** The re-use or redevelopment of decaying or run-down buildings or urban area to bring them new life and economic vitality.

**Significance (for Heritage Policy):** The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

**Statement of Community Involvement (SCI):** This sets out the standards which authorities will achieve with regard to involving local communities in the preparation of planning documents and development management decisions.

**Strategic Environmental Assessment (SEA):** A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

**Strategic Housing Land Availability Assessment (SHLAA):** The SHLAA is a technical document which seeks to provide information on potential housing sites promoted by landowners/developers with details on whether they are available, suitable and achievable.

**Strategic Housing Market Assessment (SHMA):** The SHMA forms part of the evidence base by setting out information on the level of need and demand for housing in housing market areas.

**Supplementary Planning Document (SPD):** Planning guidance that will supplement and support the implementation of policies contained in the Local Plan.

**Sustainability Appraisal (SA):** An appraisal of the policies and proposals of development plans to measure their ability to deliver sustainable development.

**The Regulations:** This relates to the Town and Country Planning (Local Planning) (England) Regulations 2012.

**Town Centre:** Area defined on the Local Plan Policies Maps, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans,

existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

**Travel Plan:** A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

**Tree Preservation Order (TPO):** Order made by a local planning authority that makes it an offence to cut, top, lop, uproot or wilfully damage or destroy a tree without that authority's permission.

**Windfall:** Windfall sites are those sources of housing land supply which have not been specifically identified but are likely to be brought forward in the Local Plan period.