



# PLANNING POLICY AND LOCAL PLAN COMMITTEE

# AGENDA

<b>DATE:</b>	<b>Tuesday, 31 May 2022</b>
<b>TIME:</b>	<b>6.00 pm</b>
<b>VENUE:</b>	<b>Committee Room - Town Hall, Station Road, Clacton-on-Sea, CO15 1SE</b>

**MEMBERSHIP:**

**Councillor Turner (Chairman)**  
**Councillor Fairley (Vice-Chairman)**  
**Councillor Allen**  
**Councillor Bush**  
**Councillor Chapman BEM**

**Councillor Fowler**  
**Councillor S Honeywood**  
**Councillor Nash**  
**Councillor Winfield**

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DATE OF PUBLICATION: Thursday, 19 May 2022

## **AGENDA**

### **6     Report of Acting Director (Planning) - A.1 - Jaywick Sands Place Plan: Supplementary Planning Document (Pages 1 - 52)**

To seek the Planning Policy and Local Plan Committee's support for an initial consultation in relation to the Jaywick Sands Place Plan Supplementary Planning Document and for Members to note the information contained in the Jaywick Sands Interim Report April 2022.

# **Information for Visitors**

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# Jaywick Sands Place Plan Interim Report

# Contents

1. Executive Summary	3
2. Place Plan objectives and success indicators	5
3. Background and baseline conditions	7
4. Flood risk in Jaywick Sands	25
5. Policy context	29
6. Community engagement to date	32
7. Summary of opportunities and constraints for spatial framework	33
8. Initial strategic options appraisal	35
9. Outline masterplan for development on land either side of Lotus Way	38
10. Redevelopment of plots within existing street pattern	45
11. Public realm projects and other 'quick wins'	47
12. Potential culmulative scenario	48
13. Design of seafront flood defence structures	49



# 1. Executive Summary

This interim report supports the first phase of public consultation on the Jaywick Sands Place Plan, commissioned by Tendring Council.

Jaywick Sands is identified as a Priority Area for Regeneration under Policy PP14 of the adopted Tendring Local Plan. Policy PP14 states that Priority Areas for Regeneration will be a focus for investment in social, economic and physical infrastructure and initiatives to improve vitality, environmental quality, social inclusion, economic prospects, education, health, community safety, accessibility and green infrastructure, and that the Council will support proposals for new development which are consistent with achieving its regeneration aims.

The two primary challenges in Jaywick Sands are deprivation and flood risk. Jaywick Sands includes the very lowest ranked area in the English Index of Multiple Deprivation (2019), and two areas which are within the lowest 10% of all areas in England. In addition, most of Jaywick Sands falls within Flood Zone 3. Actual flood risk today includes flood depths of 1300mm (1.3m) for some homes along the seafront in the design (0.5% AEP) flood event, and rises to depths of 3m and above over the next 100 years. Therefore, improving the safety of residents in a flood event, and the flood resistance and resilience of homes, is an important part of meeting the aims of Policy PP14.

Tendring Council has commissioned the Place Plan as a step in the ongoing cross-sectoral work to change the prospects for residents for the better.

The aims of the Place Plan is to "provide a development framework for the physical regeneration of Jaywick Sands facilitating the provision of new flood resilient homes built to modern building standards which will provide a high standard of accommodation for existing residents as well as providing land for employment opportunities and recreation and amenity areas."<sup>[1]</sup> In line with the Tendring Local Plan, the Place Plan objectives are:

- Transform housing quality and the built environment;
- Ensure long term flood resilience;
- Create greater connectivity to neighbouring areas;
- Attract commerce & new economic opportunities; and
- Improve people's life chances, access to public services & health & wellbeing

The Council has also stated that public consultation must be central to the production of the Place Plan and only with the support of the local community will the proposals be deliverable.

Jaywick Sands has many qualities that can help it become a thriving community if its challenges are overcome. With wonderful beaches, a rich history and a strong community, if its future is secured through improved flood defences and if the quality of housing and the physical environment is improved, it can become a fantastic small town with a sustainable future.

This report outlines the strategic, physical and social context for the Place Plan, and work to date to develop potential strategies for Jaywick's renewal. It does not yet present a final proposition as this must be guided by the feedback obtained through consultation with the local community and stakeholders. The final framework is also dependent on the Environment Agency's ongoing work to review flood defences along the Jaywick and West Clacton coastline.

This report has been produced by HAT Projects, with input from Igloo Regeneration. Maccreeanor Lavington, DK-CM, Potter Raper and Antea also contributed to the early stages of the work.

"In Jaywick Sands, regeneration projects will continue to raise the standard of living in this part of Clacton. Jaywick Sands will have seen, through the provision of a deliverable development framework, a sustainable community with associated economic, community and employment opportunities."

## Tendring Local Plan vision

1 Tendring Local Plan, Policy PP14, supporting text 6.10.5

## 2. Place Plan objectives and success indicators

The aim of the Place Plan is to set a framework for the physical renewal and regeneration required to meet the long-term ambition to raise living standards in Jaywick Sands, address flood risk and resilience, and to achieve a sustainable community with opportunities for all.

The Council has set out the following objectives for Jaywick Sands in the Tendring Local Plan which encompass the aspects of change that it believes will contribute to this step-change in the quality of life and outcomes for the community:

- Transform housing quality and the built environment;
- Ensure long term flood resilience;
- Create greater connectivity to neighbouring areas;
- Attract commerce & new economic opportunities; and
- Improve people's life chances, access to public services & health & wellbeing

Wide partnership working is required to deliver these objectives. The Place Plan, as a development framework for physical change, can directly support some of these objectives, and indirectly support the delivery of others.

This section of the report sets out how these objectives map to tangible and measurable outcomes, and how the Place Plan can directly or indirectly help to achieve them. For each objective a range of proposed success indicators is set out, which have been developed by the project team. Those marked with an \* are indicators which form part of the Index of Multiple Deprivation assessment and therefore improvements to those would directly impact on the measured deprivation of Jaywick Sands.

The diagram on page 6 shows what the Place Plan can contribute towards these success indicators and this forms the framework for developing and evaluating the options for the Place Plan.

### 2.1 Transform housing quality and the built environment

Housing quality in Jaywick Sands is very poor and evidence for this can be found across a number of data sources – for more information refer to section 3. This is a significant contributor to poor outcomes for residents and the deprivation experienced in the community. Addressing poor housing quality intersects with a number of other objectives, in particular flood resilience and improving health & wellbeing.

Proposed success indicators relating to this objective include:

- Proportion of homes which meet the Decent Homes Standard
- Proportion of homes with central heating\*
- Proportion of homes which are flood resilient – for definitions of flood resilience refer to section 4.
- Number of accessible and adaptable and wheelchair adapted homes (M4(2) and M4(3) homes as defined in the Approved Documents for the Building Regulations)
- Proportion of homes with an EPC rating of C or above

The built environment more broadly in Jaywick Sands is of mixed quality. While there are some aspects of the environment, and parts of the community, which are strongly positive in terms of character, layout and quality of buildings and public realm, there are other aspects which are challenging. These include the blight caused by a lack of maintenance and care for both buildings and public spaces, as well as derelict buildings and vacant plots; some poor quality public spaces which do not have a strong sense of purpose, do not support biodiversity and lack trees and other positive features; and streetscapes which do not all provide a positive and safe environment for pedestrians and cyclists.

Proposed success indicators relating to the built environment more widely include:

- Reduction in vacant and/or derelict plots or buildings
- Proportion of streets which have been upgraded to an adoptable standard in terms of design
- Reduction in environmental crime (fly-tipping)
- Fewer road traffic accidents\*

**What the Place Plan can contribute to this objective:**

- Design and delivery framework for reducing substandard homes and building new, high quality and flood resilient homes
- Public realm design framework and delivery plan that will improve the safety and attractiveness of streets and spaces

### 2.2 Ensure long term flood resilience

The flood resilience of Jaywick Sands is very poor. The standard of protection offered by the existing flood defences is decreasing as climate change takes effect, and there is already a present day risk of flooding to depths of up to 1.3m in parts of the community, for the typical design flood risk event (for more information refer to section 4). Access for the emergency services in the event of a flood is very poor and the construction of homes means that they are highly vulnerable to flooding, with the majority likely to be uninhabitable after a flood event.

Success indicators relating to this objective include:

- Improved standard of protection from flood defences
- Proportion of homes which are flood resilient – for definitions of flood resilience refer to section 4.
- Improved access for emergency services in the event of a flood

**What the Place Plan can contribute to this objective:**

- Design and delivery framework for reducing substandard homes and building new, high quality and flood resilient homes
- Design and delivery framework for improved flood defences which can be successfully integrated with existing constraints and landscape
- Integrate improvements to emergency access in development framework

### 2.3 Create greater connectivity to neighbouring areas

Jaywick Sands, like many coastal towns, suffers from poor connectivity to jobs, local services, leisure and cultural activities. With one road in, no train station and very limited bus services, locations which are not far away geographically can take a long time to reach by public transport. Recent initiatives have started to improve walking and cycling rates in the area.

- Success indicators relating to connectivity include:
- More frequent bus services and better inter-connectivity between routes to a wider range of destinations.
  - More safe active travel routes with segregated and well-lit cycle routes to local destinations.

- What the Place Plan can contribute to this objective:**
- Integrate well-designed active travel routes into development framework

2.4 Attract commerce & new economic opportunities

Jaywick Sands has very low job density (for more detail, refer to section 3) and this, together with the poor connectivity to neighbouring areas and low car ownership in the community, contributes to high unemployment for residents. However, with a fantastic beach and a relatively large population catchment with little in the way of local shops and services, there are clear opportunities for business growth and the current workspace and market scheme under development will be part of this economic transformation.

- Success indicators for economic growth include:
- Increased job density and increased number of locally based businesses
  - Reduced vacant commercial premises
  - Lower unemployment\*
  - Increased visitor numbers and spend

- What the Place Plan can contribute to this objective:**
- Include space for new and growing businesses within the development framework
  - Design and delivery framework that will improve the attractiveness of Jaywick Sands as a business and visitor destination

2.5 Improve people's life chances, access to public services & health & wellbeing

This objective includes a wide range of factors and responds to the evidence that residents in Jaywick Sands have lower incomes, lower educational attainment, poorer physical and mental health

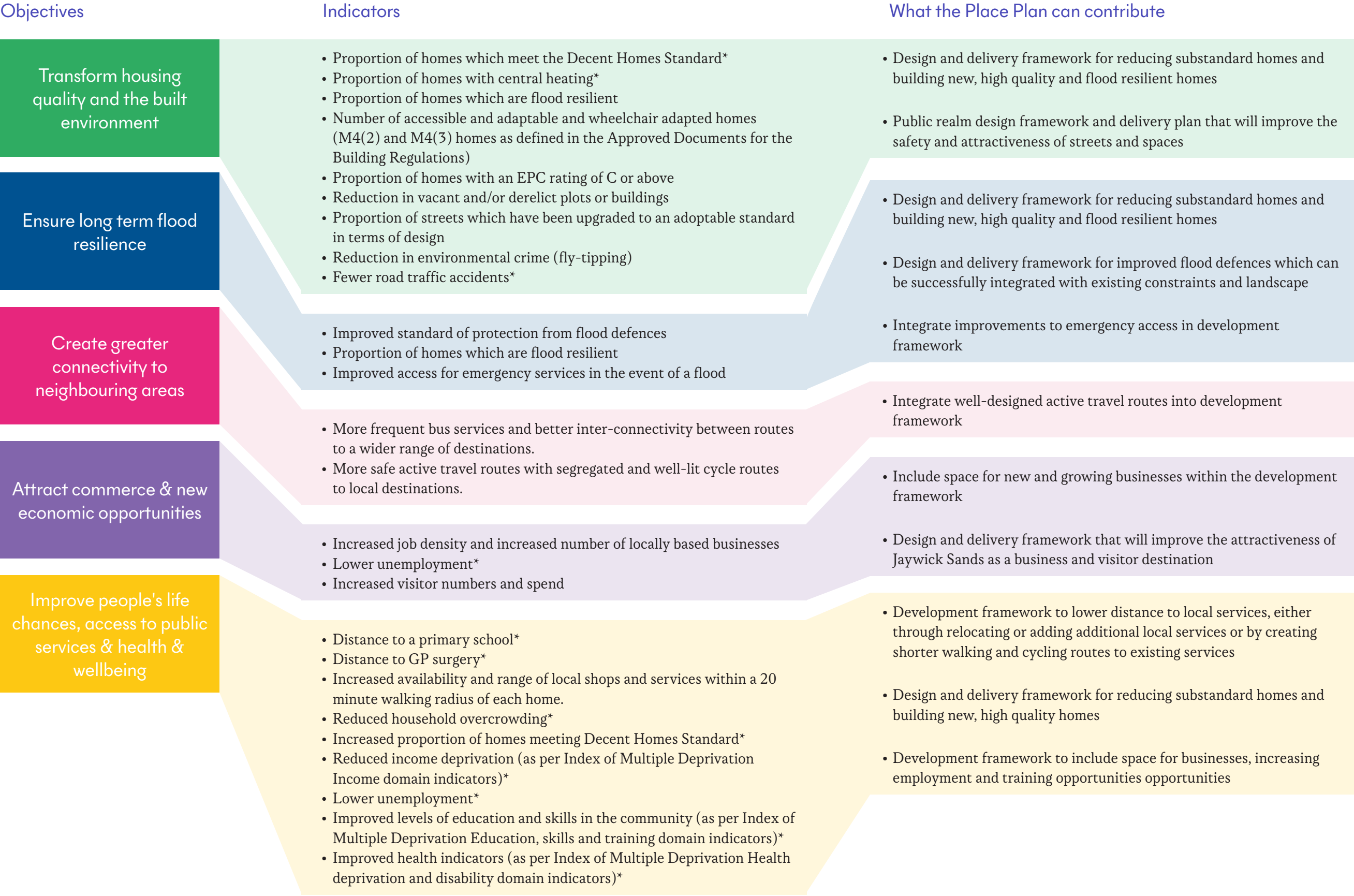
and experience more crime than averages for either Tendring or England as a whole. While a number of these factors cannot be directly impacted by the Place Plan, the development framework can support efforts to improve these outcomes, in particular by creating space for local shops and services, employment opportunities, better quality housing, open spaces and recreational opportunities.

- Success indicators for this objective include:
- Distance to a primary school\*
  - Distance to GP surgery\*
  - Increased availability and range of local shops and services within a 20 minute walking radius of each home.
  - Reduced household overcrowding\*
  - Increased proportion of homes meeting Decent Homes Standard\*
  - Reduced income deprivation (as per Index of Multiple Deprivation Income domain indicators)\*
  - Lower unemployment\*
  - Improved levels of education and skills in the community (as per Index of Multiple Deprivation Education, skills and training domain indicators)\*
  - Improved health indicators (as per Index of Multiple Deprivation Health deprivation and disability domain indicators)\*

- What the Place Plan can contribute to this objective:**
- Development framework to lower distance to local services, either through relocating or adding additional local services or by creating shorter walking and cycling routes to existing services
  - Design and delivery framework for reducing substandard homes and building new, high quality homes
  - Development framework to include space for businesses, increasing employment and training opportunities

Alongside these objectives, Jaywick Sands presents real place-making opportunities to create a sustainable and resilient community with a unique offer to existing and new residents. These include:

- Capitalising on the beachfront location to create attractive and desirable seaside homes, a range of leisure and tourism facilities and a unique sense of place. Great visitor experiences should be possible in Jaywick Sands and holiday accommodation at a range of levels could be a part of the mix.
- Creating a new heart to the village, linking the existing and new communities together physically and socially
- Using the natural landscape - the pattern of ditches and banks, the rural aspect and views - to guide the pattern of new development, ensuring it is ecologically rich and has a distinctive character.
- Drawing on the rich history and unique character of Jaywick Sands to guide new development, including promoting a new generation of self-build and custom build homes that renews the original vision of Jaywick Sands.





### 3. Background and baseline conditions

Jaywick Sands is located on the Essex coast, in Tendring District. The village of just under 4,800 residents (2,600 households)<sup>[1]</sup> is sited along the seafront a few miles south west of Clacton-on-Sea.

A century ago the village did not exist. The plotlands settlement of small detached chalets was founded in 1928 and most of the estate was not 'purpose built' for permanent year round occupation. The history of the early chalet settlement is complex, and the responsibility for provision of services, and issues around flood risk, have remained a point of contention between residents and the authorities since the founding of the estate.

The original appeal of Jaywick Sands for prospective residents, like many of the early plotlands developments, was as an affordable place, relatively close to London, where Londoners could independently own a plot and a chalet for holidays and later, retirement. Elsewhere, similar developments are almost unrecognisable today from their plotlands origins. A unique combination of social, political, economical and geographic factors have meant that Jaywick Sands has retained its distinctive low-rise, self-built character, and strong community, although currently it is best known for including officially the most deprived statistical area in the UK.<sup>[2]</sup>

With collaboration and support from various authorities and agencies, represented in the Coastal Communities Team, the Jaywick Sands Place Plan aims to make the most of its remarkable coastal setting, significant heritage and close-knit community, to improve the physical, economic and social resilience of Jaywick Sands.

1 Office for National Statistics (2012): 2011 Census data  
2 Index of Multiple Deprivation (2021): 2019 data



Fig. 1. Map showing location of Jaywick Sands in the wider area

3.1 Development of Jaywick Sands over time

- 1928
  - Frank C. Stedman, resort developer, purchases land at Jaywick.
  - Construction begins on road link between Jaywick Lane and Clacton (West Road).
- 1929
  - Stedman begins to build the first few chalets in Jaywick Sands, initially as permanent homes west of Lion Point. Works are interrupted by disputes with local authority around flooding and service provision.
  - Development of 800 homes, described as seasonal 'beach huts' in Brooklands & Grasslands area.
- 1930-1934
  - Construction of chalets in the Village, on slightly more generous plots, often tandem plots, which were also considered and advertised as seasonal homes or beach huts. In practice these were often occupied for extended periods, and in some cases year round rates were paid.
  - Formation of Jaywick Sands Freeholders Association.
- 1935-1939
  - Development of the Tudor Estate to the north of the Village as permanent homes.
  - Opening of Butlin's Clacton holiday camp.
- 1945 - 1952
  - Plot holders return to Jaywick Sands, pre-war holiday makers become post-war retirees.
  - Sea defences improved, portion of costs covered by residents of Jaywick.
  - Flooding and erosion of seafront areas continues to be an issue.
- 1953
  - Major flooding of East Coast, 35 lives are lost in Jaywick.

Key

Brooklands & Grasslands

 Village

Tudor Estate

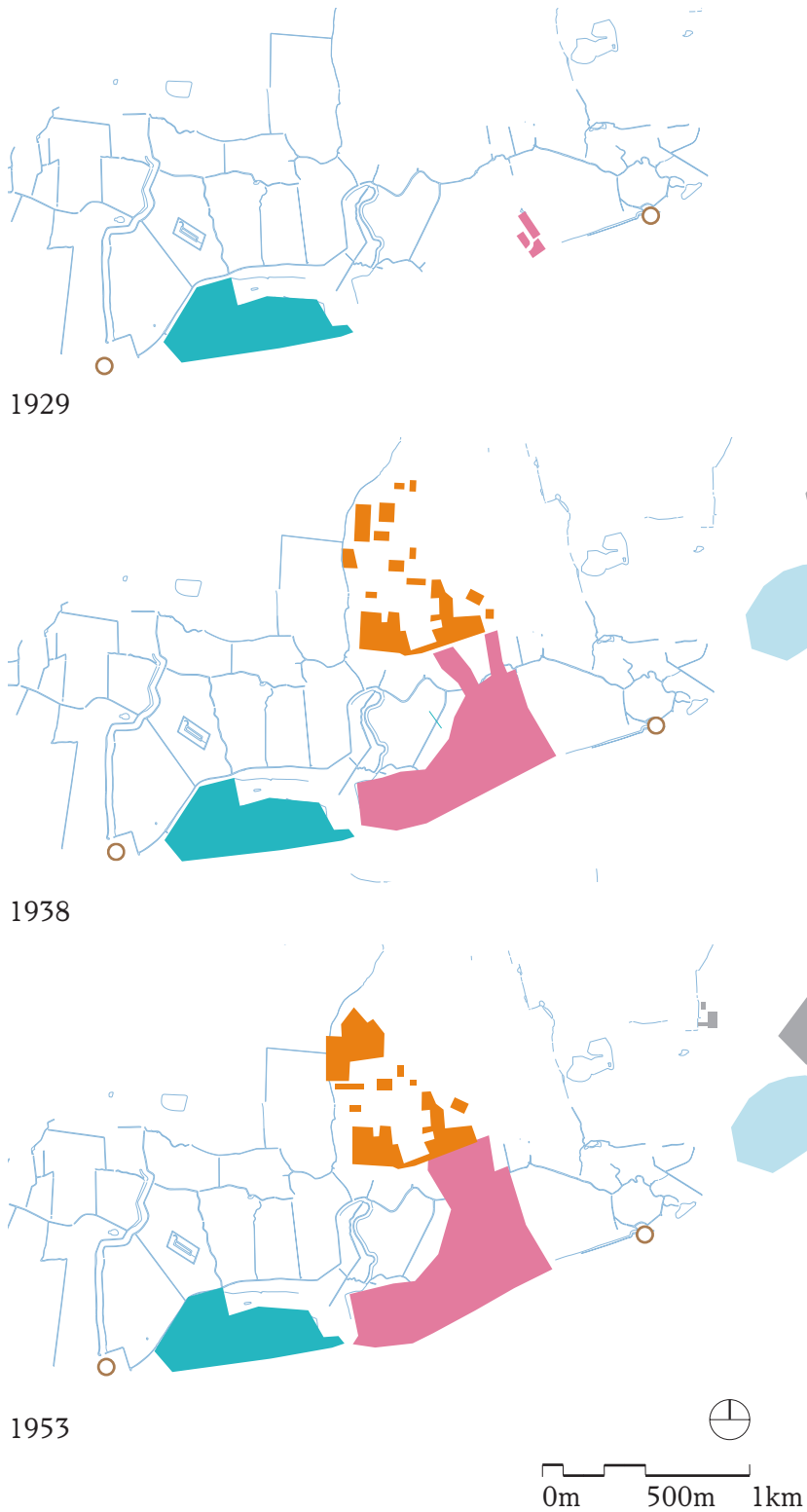
 Guinness Trust housing Martello Tower Other holiday park

Fig. 2. Development of Jaywick Sands. Source: historic map records.



Fig. 3. Jaywick Sands, c1930 ©Unknown



Fig. 4. Estate office, 1936 ©Unknown



Fig. 5. Vintage postcard, 1950s ©Unknown



- 1954-1970
- Rapid recovery of Jaywick Sands.
  - Development of Seawick holiday park at St Osyth Beach.
  - Retirees continue to move to Jaywick Sands.
  - Brooklands and Grasslands remain without basic services.
- 1971-79
- Failed Council attempt to compulsorily purchase and demolish most of Brooklands and Grasslands.
  - Local government restructure results in new Tendring District Council, who begin to issue formal planning guidance for plotlands, but space requirements cannot be met on small plots.
  - Recession drives in Jaywick residents who cannot afford to buy elsewhere.
  - Formation of Brooklands and Grasslands Residents Association.
- 1980-1989
- Basic utilities including drainage are installed in Brooklands and Grasslands area.
  - Butlin's Clacton closes.
- 1990-1999
- Jaywick Community Resource Centre opens.
  - Jaywick Enterprise Centre opens.
- 2000
- Guinness Trust builds 30 houses and 10 bungalows - wins awards at the time. Planned second phase never completed.
- 2007
- TDC commissioned masterplan proposes demolition of 500 homes in Brooklands, is abandoned after community opposition.
- 2009
- Jaywick Martello Tower converted to arts, heritage and community venue.
  - Jaywick Sands Freeholders Association wound up.
- 2010
- Jaywick is named most deprived place in England on Index of Multiple Deprivation.
- 2015
- Jaywick is again named most deprived place in England on Index of Multiple Deprivation.
  - Jaywick Vision Plan 2015-2025 report and consultations.
  - Improvements to Brooklands & Grasslands streets (drainage and surfacing) - completed 2017.

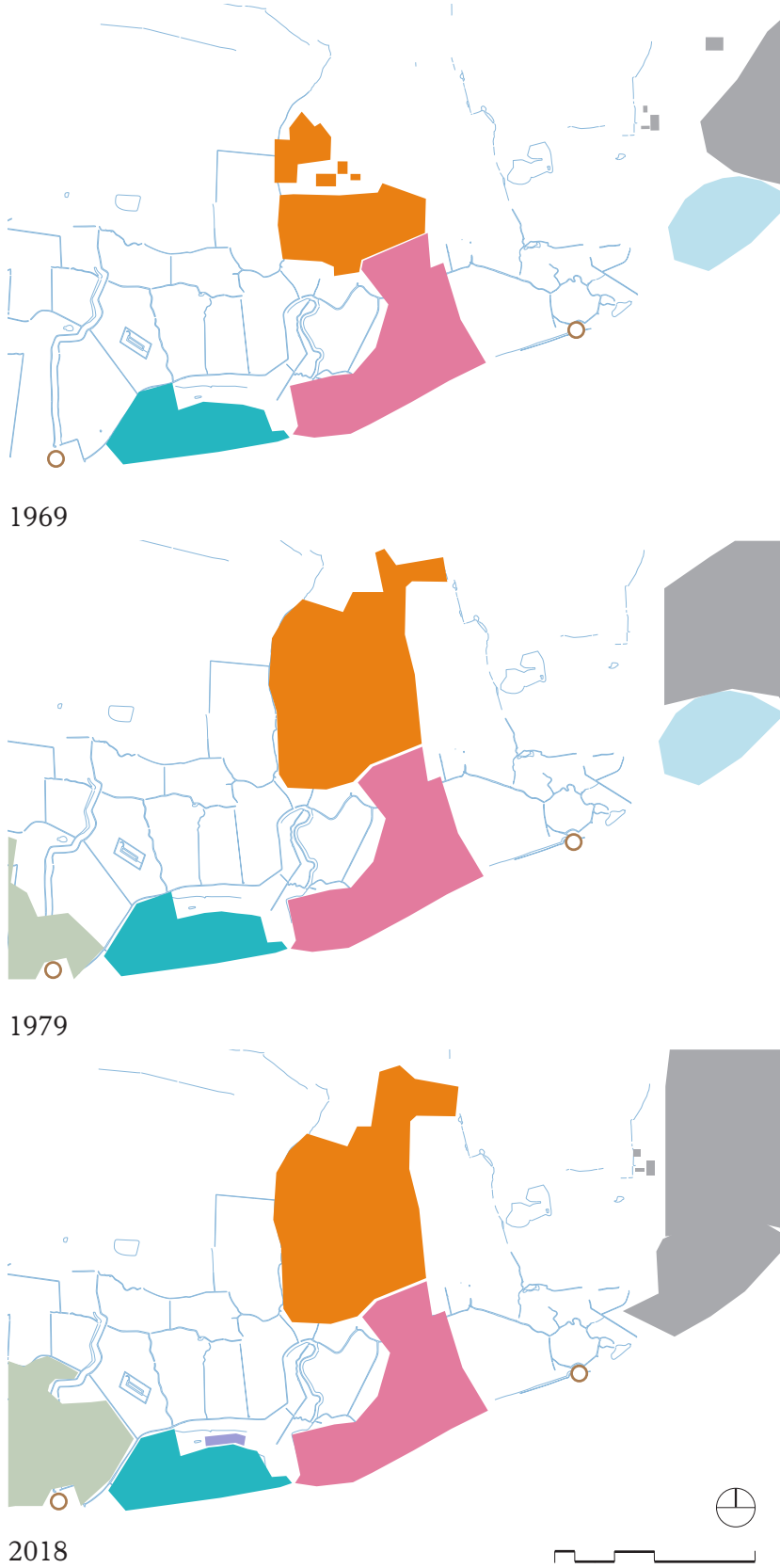


Fig. 6. Development of Jaywick Sands. Source: OS historic map records.



Fig. 7. Flood in 1953



Fig. 8. The beach, 1980s



Fig. 9. Sunspot, 1950s



3.2 Jaywick today

The Jaywick Sands Place Plan covers the existing built up areas known as the Village, Grasslands and Brooklands, alongside approximately 30 hectares of adjoining land recently acquired by Tendring Council.

Jaywick sits within the West Clacton and Jaywick Sands ward. Jaywick Sands as a whole, including the Tudor Estate is divided for statistical analysis into three Lower Super Output Areas (LSOAs), which do not align with physical subdivisions within Jaywick, but comprise areas of similar size in population terms. The LSOAs are used in a range of national datasets, including Census and the Index of Multiple Deprivation.

Tendring 018A LSOA includes all of Brooklands, Grasslands and part of the Village - the oldest parts of the settlement. This LSOA was ranked as the most deprived area in England and Wales on the Index of Multiple Deprivation in 2010, 2015 and again in 2019. The adjacent LSOA, Tendring 018C, is also in the bottom 5% according to the Index of Multiple Deprivation 2019, and Tendring 018B (mainly the north of the Tudor Estate) scores in the bottom decile across 3 of the 7 deprivation indices. These statistics are further supported by 2011 census data, other reports and datasets.

Despite the challenges faced by those living in the area today, the community is largely strong and resilient. Various organisations, led by local community leaders, are actively working to improve life in Jaywick Sands, alongside the work of grassroots charities and social enterprises, and initiatives supported by the public sector at local, county and national level.

Some of the social enterprises, residents groups and other organisations active in Jaywick Sands are:

- Jaywick & Tudor Residents Association
- Jaywick Residents Forum
- Jaywick Sands CIC
- Jaywick Sands CLT
- Inclusion Ventures
- Jaywick Sands Happy Club
- Martello Tower/Friends of Martello Tower
- Community Resource Centre
- Golf Green Hall
- Dig 4 Jaywick
- Community Volunteering Service Tendring
- TDC Neighborhood Wardens

Residents views

*Aspects of Jaywick Sands that the community feel are important and positive were identified by residents themselves through consultations held in 2015, as part of the wider Vision Plan. The People's Profile aimed to give a platform to residents to share their views on the past, present and future of Jaywick Sands, and resulted in the following findings:*

*The sense of community is the most liked aspect.*

*The proximity and quality of the beach was valued highly.*

*Issues around the environmental quality, crime, anti-social behaviour and poor housing were the most dissatisfying aspects of living in the area.*

*Residents expressed an aspiration to see these issues dealt with in the future, alongside the improvement of leisure and tourism, particularly on the beach.*

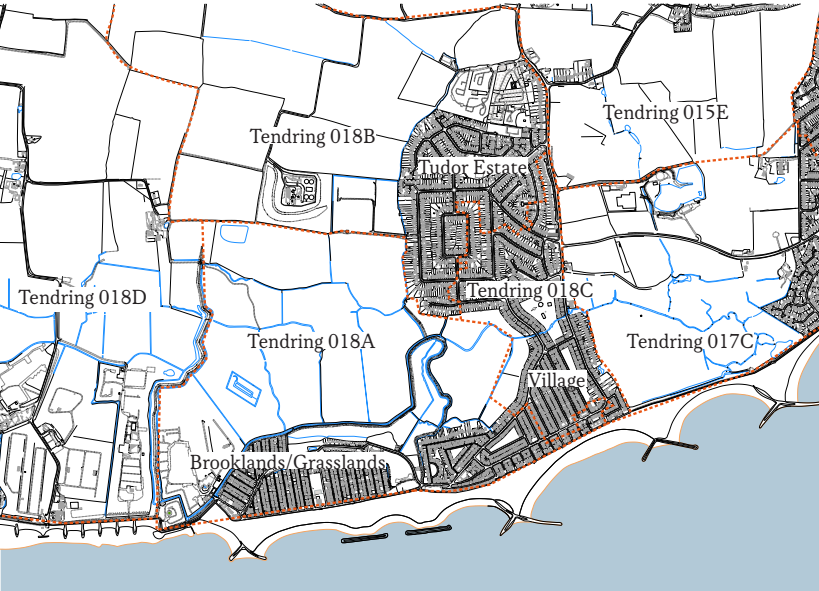


Fig. 10. Map showing boundaries of Lower Super Output Areas in Jaywick Sands



Fig. 11. Sea Holly Way



Fig. 12. View of the grassy dunes at Jaywick beach



3.3 Character areas

Each of the named areas in Jaywick Sands has a distinctive character deriving from the size and layout of its plots and the form of the homes that could be accommodated on them. 73% of dwellings in Jaywick Sands are bungalows[1] . The result is a very unique development form and character, of over 2,500 detached chalet-style homes, which vary from plot to plot so that each building has an individual personality expressed through its design.



Fig. 13. Buick Avenue



Fig. 14. Beach and the wall

1. Office for National Statistics (2012): 2011 Census data



Fig. 15. Brooklands

Residents comments

*'Every one is different' The variation in expression of each individual home is valued by the residents.*

*Being able to own your own plot and choose your own design was one of the original draws to holiday makers, independence and self sufficiency is also important to those living there today.*



Fig. 16. House on the seafront



Fig. 17. Village house



3.3.1 Brooklands/Grasslands

- This was the first area to be completed, and contains approximately 775 homes.
- Originally timber framed chalets, advertised as 'beach huts'.
  - Narrow lanes running back from Brooklands Avenue, which follows the sea wall on the landward side.
  - The sea wall is quite high along Brooklands, resulting in ground floor views to the sea being blocked
  - The plots are dense, with little amenity space - typically 15 x 7m
  - Many homes appear to be the original chalets, albeit often overclad with a variety of materials and with alterations and extensions.
  - Plot size tends not to allow off-street parking
  - Grasslands has open views over marshland/fields to the north
  - The Guinness Trust development is of a very different character
  - Density (calculation excludes open space, but includes roads and pavements within original estate area) 49 dwellings per hectare
  - This increases to around 60 dwellings per hectare when taking into account caravans & demolished/empty plots)

TDC had previously estimated 60-100 DpH in Brooklands - and were working to 30 DpH for development of the site, which is The Essex Design Guide's suggested minimum of DpH for new developments on brownfield sites.



Fig. 18. Grasslands



Fig. 19. Grasslands map

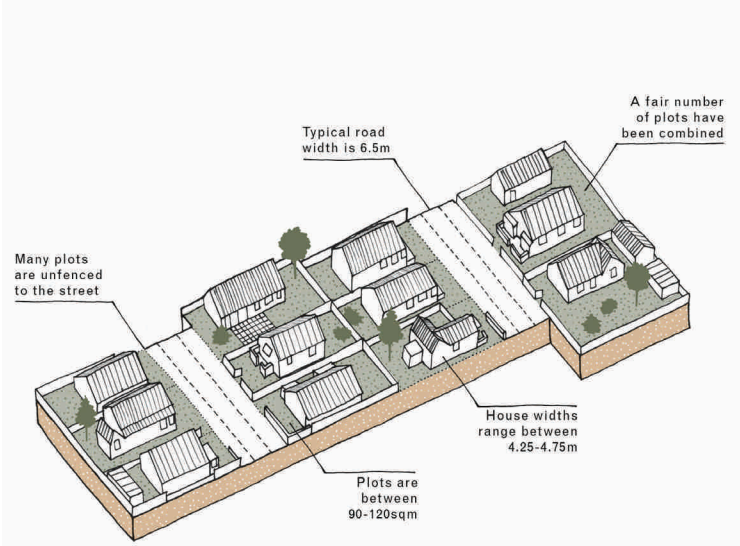


Fig. 20. Plot diagram - Brooklands/Grasslands

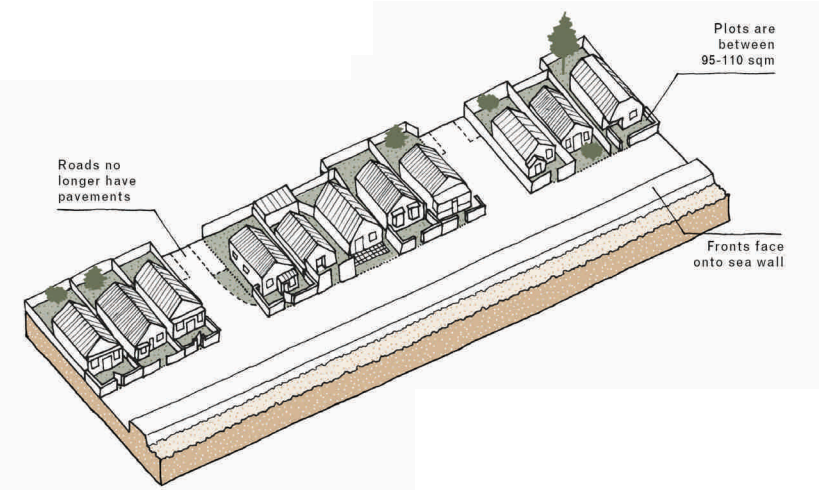


Fig. 21. Plot diagram - Brooklands seafront



3.3.2 The Village

- Contains 1134 homes.
- Larger plots than Brooklands/Grasslands - typically 8.5 x 20m - with some accommodating off-street parking - but most homes still lack amenity space.
  - Along Meadow Way, Golf Green Road and Crossways, there are tandem plots, with a second row of homes 'piggy backed' behind those that face the street.
  - Some small 'greens' but homes back, rather than front, onto these spaces.
  - Strip of cafes, takeaways, shops and bars along Broadway, as well as a small retail pocket to the west, along Tamarisk Way.
  - Density (calculation excludes open space, but includes roads and pavements within original estate area) 29.5 Dwellings per Hectare, 1134 dwellings in 38.4 hectares.



Fig. 22. The Village



Fig. 23. The Village map

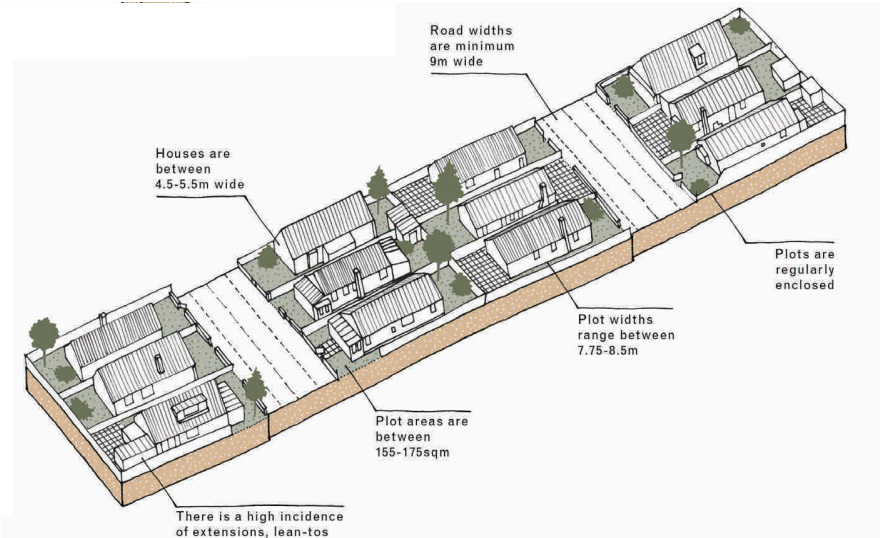


Fig. 24. Plot diagram - The Village typical streets

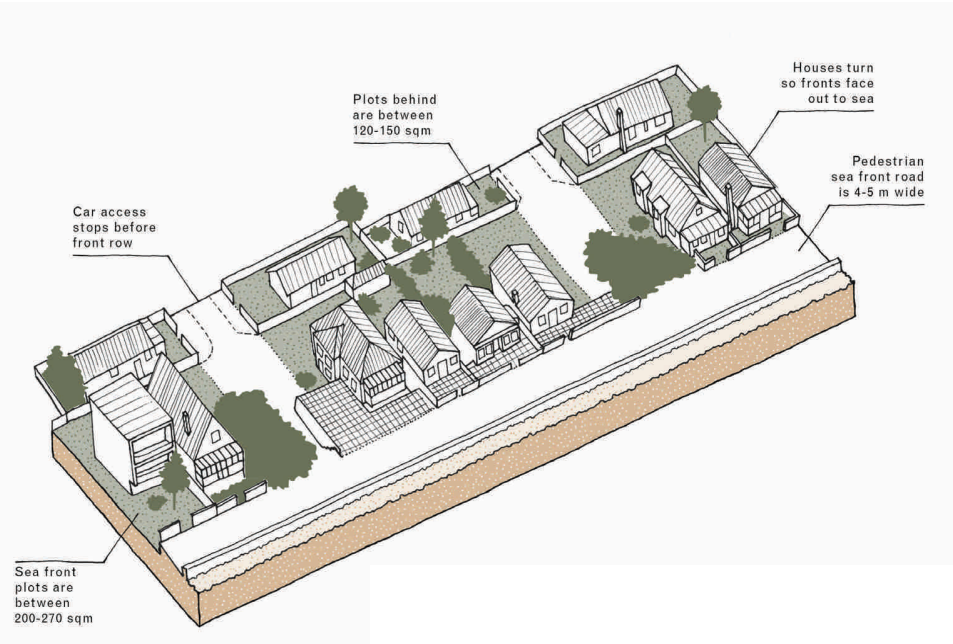


Fig. 25. Plot diagram - The Village seafront



3.3.3 Tudor Estate

Though building in the Tudor Estate, farthest from the seafront, had begun in the 1930s, the area was not fully built out until the 1970s, when the central green around which the original houses were built, was filled in.

- Much larger plots - typically 10.5 x 45m - resulting in generous front and back gardens, and off street parking
- Much larger homes, mostly L-shaped or rectangular.
- Large front gardens with driveways lead up to double fronted facades, often with the entrance way along a side wall.
- The original buildings have hipped roofs, occasionally broken by a gable ended ground floor extension, or dormer resulting from a loft conversion.
- Density (calculation excludes open space, but includes roads and pavements within original estate area) 17.5 Dwellings per Hectare , 958 dwellings in 55.2 hectares.



Fig. 26. Tudor Estate



Fig. 27. Tudor Estate map



Fig. 28. Tudor Estate street



Fig. 29. Tudor Estate street

3.4 District level services and connectivity

One of the key economic and social challenges of Jaywick Sands is its physical isolation. For a community where car ownership is much lower than average, due to the low income of its residents, access to jobs and services is challenging and leads to a cycle of unemployment, poor health and lack of opportunities for children and young people. The cost of public transport also represents a barrier to seeking employment outside of Jaywick itself.

The mapping demonstrates the physical distance of Jaywick to key services and amenities through its geography, many of which are also identified in the Jaywick Sands Infrastructure Assessment (JSIA). They are also factors considered in the Indices of Multiple Deprivation, which measures physical as well as financial barriers to services, alongside other indicators of deprivation.

- The bus service to Clacton 4/4A (Hedingham) runs daily from around 7am to 10pm, Mondays to Saturday. At peak times there are around 3no. buses an hour, outside of these times the service is reduced to hourly. Journeys at 11pm operate on Saturdays only. The bus operates hourly on Sundays from 9am to 6pm. The journey time is around 20 minutes.
- The bus service X76 (Hedingham) to Colchester passes through Jaywick and Clacton, Monday to Saturday, twice between 7am and 8am. The X76 bus also operates from Jaywick to Clacton only twice daily in the afternoon. Alternatively, residents can take the 4/4A to Clacton from where the 74 (Hedingham) and 76 (First Essex) operate between Clacton and Colchester.
- Colchester General Hospital is a 20 mile distance, equating to a 35 min car journey, or 1h 40min bus journey
- Clacton & District Hospital is located a 5 min car journey or 20 minute bus journey away. Services are limited, though do include a walk-in Minor Injuries Unit.
- The nearest secondary schools are located in Clacton. The distance to the existing secondary schools are well above the recommended 1,500m distance.
- Jaywick Community Library and West Clacton Library are within a 2.5km catchment, with Clacton Library a 20 min bus journey away.
- There are a number of convenience stores in Jaywick, located in the Village and Tudor Estate. The closest supermarkets are in Clacton, with a the majority of larger stores north and east of the centre, farthest from Jaywick Sands.

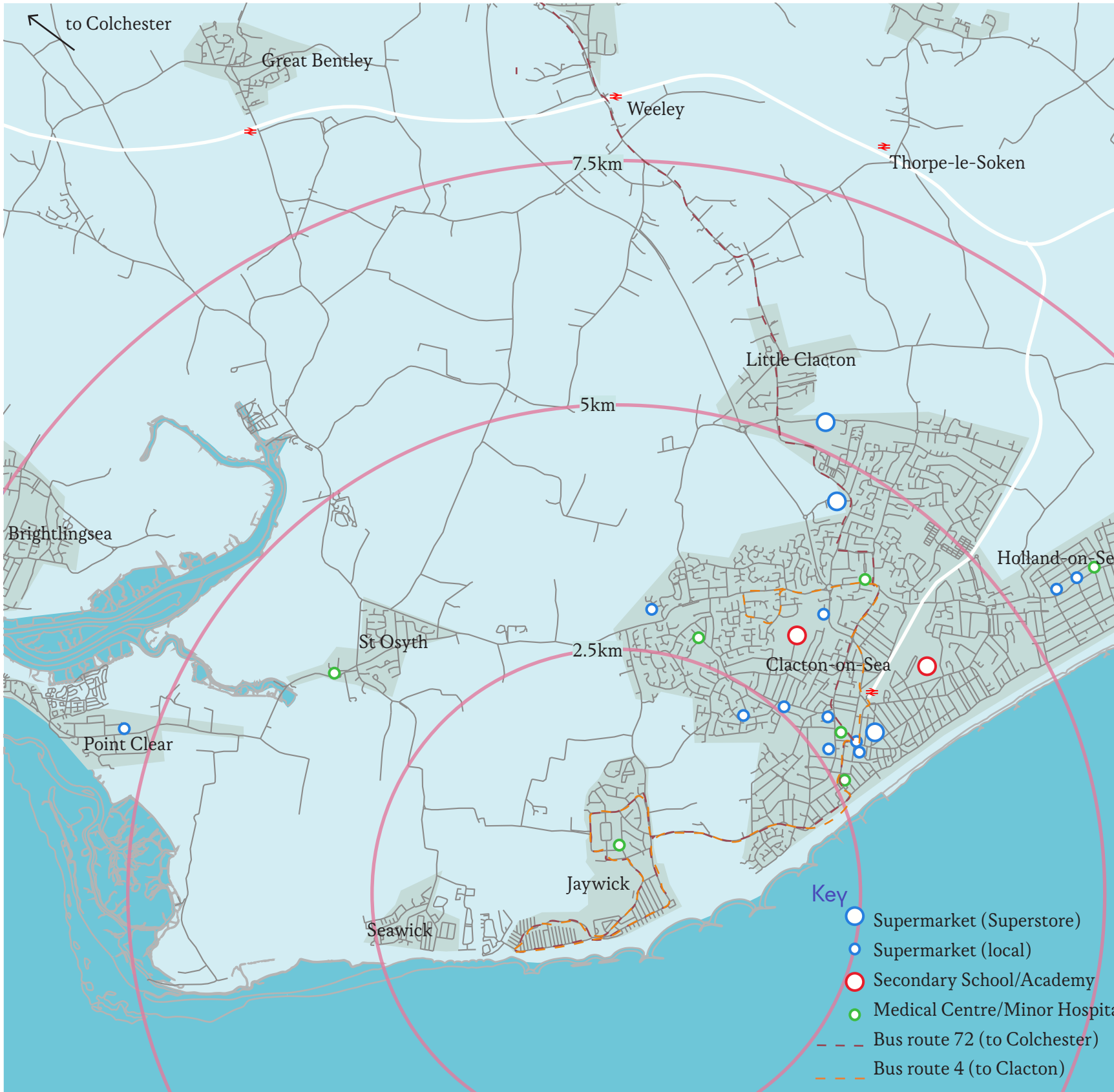


Fig. 30. Map showing distance of key services and amenities for Jaywick wider area



3.5 Ward level services and connectivity

The form and plan of Jaywick Sands is set within the drainage ditches that have divided the marshes for centuries, as evidenced in historic maps of the area. This pattern has resulted in a single main access road in and out, as a result residents of Brooklands, Grasslands and parts of the Village, are very far from the primary healthcare services, primary school and other amenities which are located mainly in the Tudor Estate. Access to commercial amenities are also poor for these residents.

- Brooklands former commercial strip is currently derelict; only one of the building plots is occupied, serving as a base for a youth outreach organisation.
- A small congregation at St. Christopher’s Church and Methodist Church exists, All Saints church has not been used a Roman Catholic place of worship since 2016, though another Christian denomination do currently use the building.
- A relatively high number of community groups within Jaywick Sands, operating out of a number of buildings in the area, including purpose built community halls, pubs, church halls and other premises.
- The quantity of green infrastructure and open space, LEAPs and NEAP is sufficient. Though many of the amenity greenspace sites are low quality or poorly maintained, there are some community maintained greenspaces of relatively high quality.
- There is no need for more outdoor sports spaces, but there is significant lack of indoor sports provision, particularly with regard to swimming pool provision.
- There is a GP surgery, pharmacy and dental practice in the Tudor Estate, but it has limited capacity for expansion.
- There is a primary school and pre-school (Sir Martin Frobisher, an academy) on the Tudor Estate, and another pre-school at Hemmington House, on Broadway, linked to Little Pals Nursery based at Tendring Education Centre.
- Jaywick Community Library, based at Golf Green Hall, is open four mornings a week (on Thursdays, Fridays and Sundays, the library is closed completely) West Clacton Library, also located at the TEC, on Jaywick Lane. It is not easily accessible to pedestrians and is at risk of closure following an ECC announcement in late 2018.



Fig. 31. Map showing distance of key services and amenities for Jaywick.



3.5 Age profile

Jaywick has an aging population with almost a quarter of residents aged over 65. Tendring also has a slightly higher than average concentration of older people, which is not unusual for coastal districts as they tend to be retirement destinations, even more so for populations directly on the coast, such as Jaywick. The national average is around 10% aged 65 or over, with the bulk of the population aged between 18 and 44.

At LSOA level, it is clear that the older generations are concentrated to the east and north of Jaywick Sands (018B,

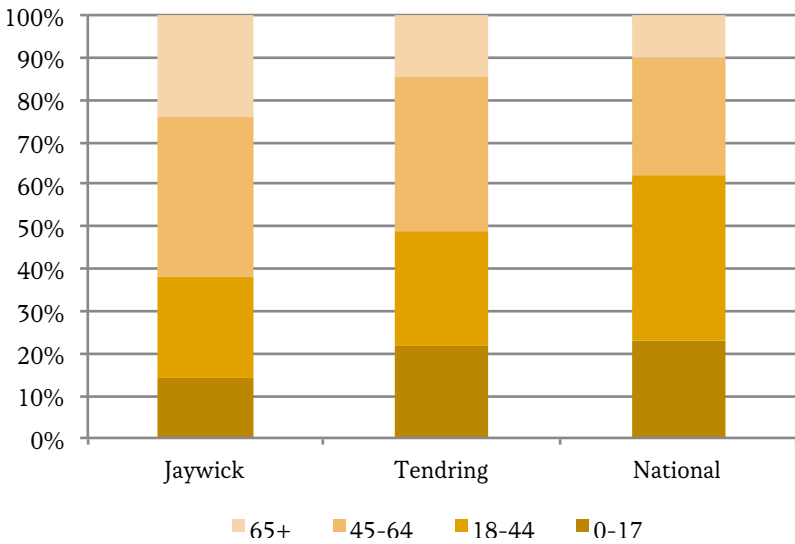


Fig. 32. Diagram showing age profile  
ONS (2012): 2011 Census data

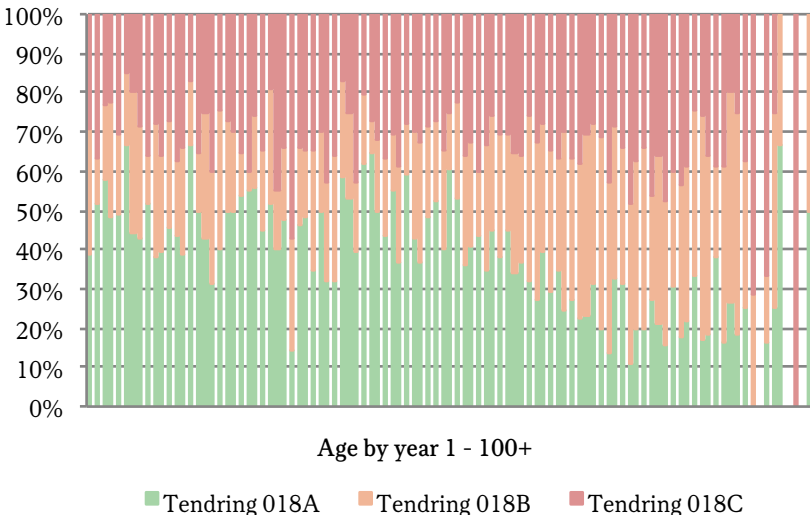


Fig. 33. Diagram showing age profile from Jaywick LSOA level  
ONS (2012): 2011 Census data

and 018C i.e. the Tudor Estate and north Village), whereas in Grasslands, Brooklands and the west part of the Village (018A) although the houses are smaller and in worse condition, there is a higher concentration of children and young people. There are 345 children (under 18) in LSOA 018A.<sup>[1]</sup>

3.6 Household composition

Jaywick Sands has a high proportion of single person households compared to both Tendring and national averages. However, of the 46% of households which comprise only one person, around half are aged 65 and over, which is lower than the rest of the district.<sup>[2]</sup> This indicates a significant portion of the relatively high number of inhabitants living in single person households, are not part of the retirement community.

Compared with the district and the wider national averages, few households have dependent children, which is consistent with the overall age profile. The proportion of households with dependent children is around 30% nationally, in Jaywick Sands the figure is around half of that, concentrated within Tendring 018A, which is in accordance with the data on age.<sup>[3]</sup>

Around 17.5% of households in Jaywick Sands are lone parent, which is in line with the national average, though above the Tendring average.<sup>[4]</sup>

Overcrowding in Brooklands, Grasslands and The Village (LSOA 018A) is indexed at 0.94 while it is very low in the other two output areas<sup>[5]</sup>. This compares to an average in Tendring of 0.51 and a national average of 0.86. It can be surmised that the very small house size, and high proportion of children in Brooklands and Grasslands has led to an unacceptable level of overcrowding which contributes to the high level of deprivation in these areas.

3.7 Health profile

The general health in Jaywick Sands is poor, with over 20% of

residents in 'bad health' or 'very bad health'<sup>[6]</sup>. Across Jaywick Sands only 25% of residents are in 'very good health', while Tendring district averages at just under 40%, and nearly 50% nationally.

There is not much variation between LSOAs, though Brooklands and Grasslands are worse off, with poor health almost five times higher than the national average. As this area actually has the youngest age profile of all the Jaywick LSOAs, it is particularly concerning that the concentration of poor health is found in this area. This also correlates with IoMD data on health.

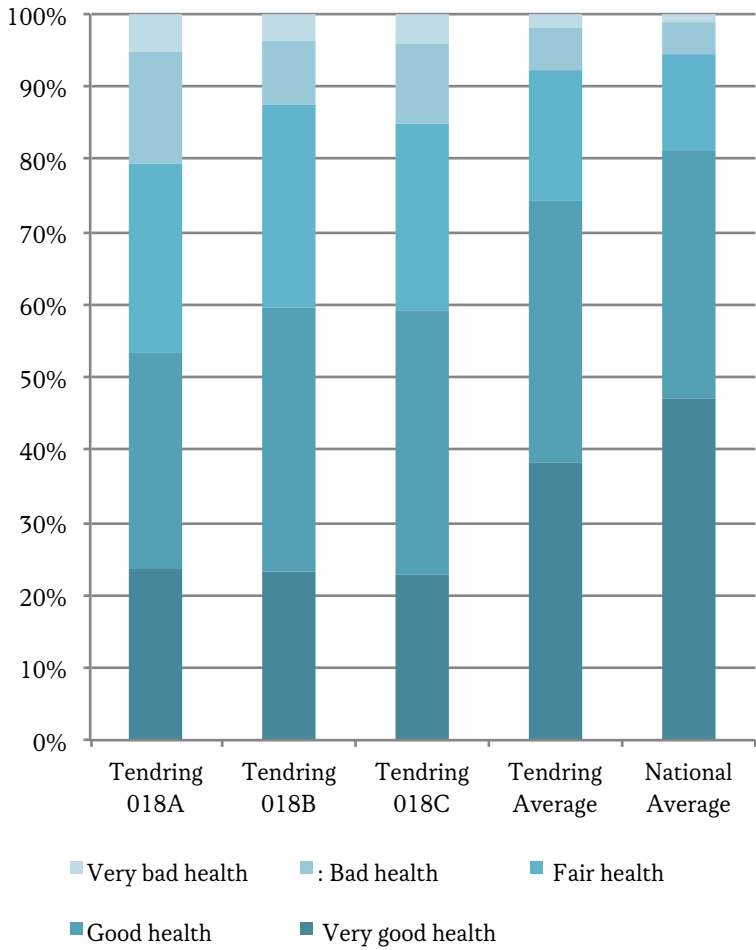


Fig. 34. Diagram showing health profile at Jaywick LSOA level  
ONS (2012): 2011 Census data

3.8 Economic profile

The Tendring Economic Strategy evidence base (2019) shows that Jaywick Sands has an extremely low availability of local employment. There are only 325 jobs in the settlement, representing a job density of 1 job to every 16 residents: this compares to a ratio of 1:3 for Tendring as a whole.

Jobs within Jaywick Sands comprise:

- Tourism (80 jobs)
- Retail (70 jobs)
- Health and care (130 jobs)

ONS Business register and employment data shows largest employers in Tendring district are:

- Wholesale retail and trade
- Human health & social work
- Education

Other significant sectors include, accommodation/food services, manufacturing, construction, transport and storage.

Barriers to these wider opportunities include geographical isolation from centres of employment and education or training, as well as an insufficient and unaffordable public transport service. The general high level of deprivation exacerbates the situation further.

3.9 Employment and skills profile

Residents in full and part-time employment are significantly fewer than the national and district averages. Of employed residents, a higher proportion are self-employed than the national and district averages.

Approximately 50% of the population is classed as economically inactive, much higher than the district and national averages<sup>[7]</sup>. The 30% of retired residents contribute to this, though proportions of long term sick and disabled persons are also very high, both of these categories are over twice the national average.

The proportion of residents classed as looking after the family is similar to the national average, though the statistics on household composition show that proportionally, Jaywick Sands has half as many households with dependent children as the national average.

7 ONS (2012): 2011 Census data

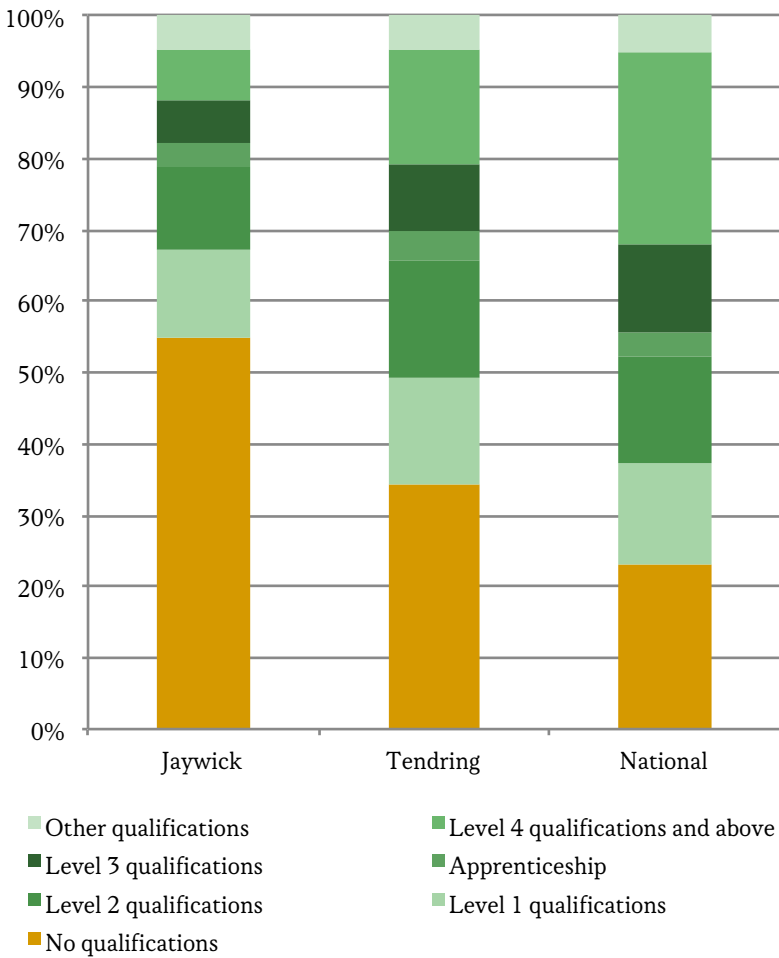


Fig. 35. Diagram showing qualifications profile.  
ONS (2012): 2011 Census data

Employed residents of Jaywick Sands typically work in:

- Low skilled occupations such as care and leisure
- Elementary occupations
- Skilled trades

Self employment of skilled tradespeople is evident through informal conversations with residents, many of whom have connections with people in those sectors.

3.10 Education & skills

There are few students going into higher education, and post-16 education take-up is lower than average. The number of residents of working age with no formal qualification at all is high, around 55%.<sup>[8]</sup>

8 ONS (2012): 2011 Census data

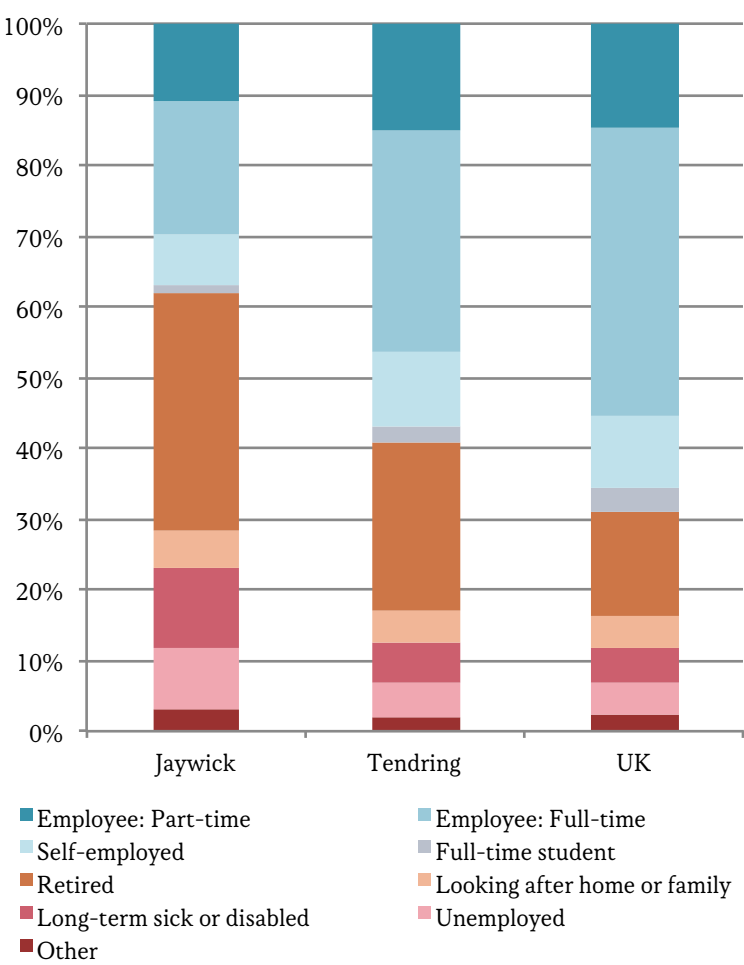


Fig. 36. Diagram showing employment profile  
ONS (2012): 2011 Census data

Residents views

*'People need local work, there is nowhere for people to set-up their own workspace and get started'*

*Residents and those working in the area are keenly aware of issues around lack of employment that many link to the perceived disinterest and apathy of those unable to find work .*

*Flexible workspace units that could be rented by entrepreneurial skilled trades people, or run by social enterprise to train people on the job in a range of practical skills would be welcomed by many, as a way to grow the local economy and skills base.*



3.11 Housing condition

Housing standards vary across Jaywick Sands. The 2019 Index of Multiple Deprivation estimates that 33% of housing in LSOA 018A (the most poorly performing part of Jaywick) does not meet the Decent Homes Standard but this is considered to be a significant underestimate due to the methodology employed. A visual condition survey was undertaken by the design team, in which housing was scored based on its external appearance, which found that as many as 90% of dwellings in Brooklands could be considered in poor or very poor condition.

The areas with the poorest housing condition have significantly more private rented, and fewer owner occupied household spaces than other parts of Jaywick Sands, as well as falling well below district and national levels. There is a clear correlation between low owner occupation and poor housing conditions.

The proportion of households without any usual occupants is around three times higher than the national average, at 12.6% in the 2011 census<sup>[1]</sup>. This category includes vacant homes alongside second and holiday homes.

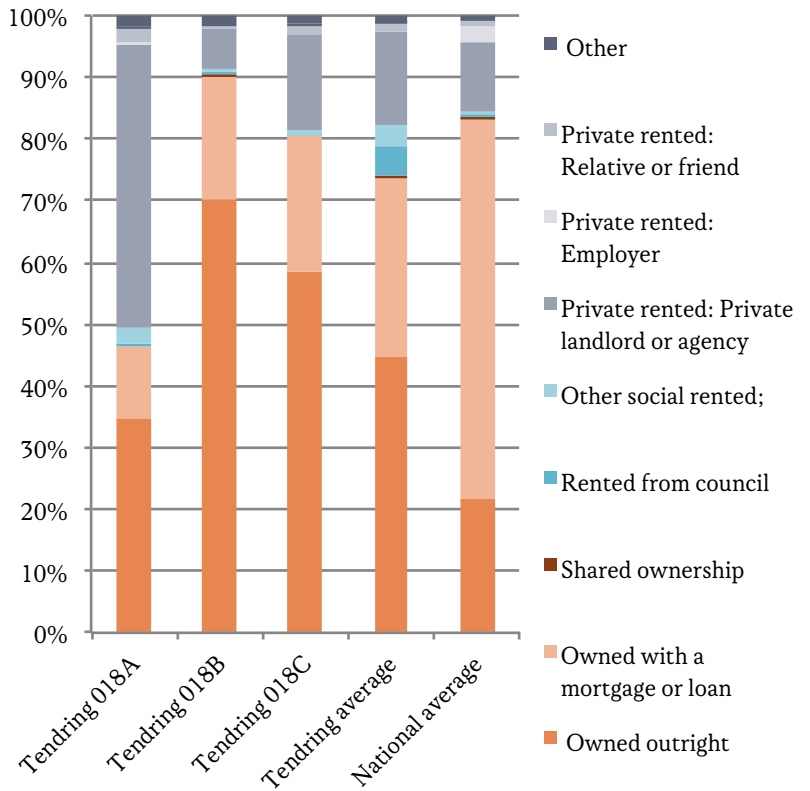


Fig. 37. Diagram showing housing tenure at Jaywick LSOA level.

<sup>1</sup> ONS (2012): 2011 Census data

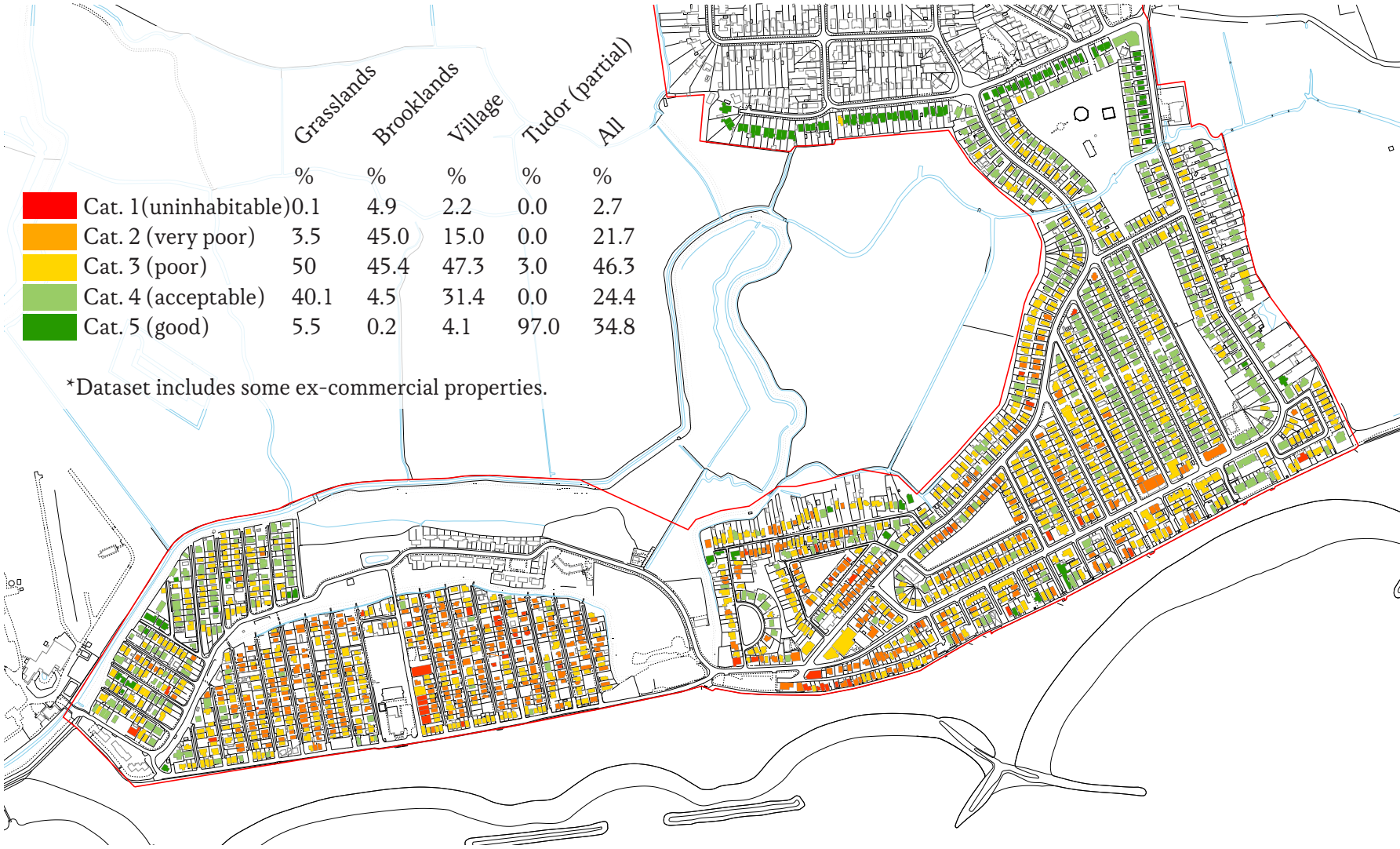


Fig. 38. Visual condition survey undertaken by design team within Jaywick Sands site area, observations relate to the external appearance of building as an indicator of overall condition.



Fig. 39. Examples of occupied housing in very poor condition.



3.12 Street network and parking

The majority of the roads in Jaywick Sands were completed to facilitate the original development. The concrete for Golf Green road was the first to be laid, after the main connection to Clacton via West Road. Jaywick Lane links the settlement to the B1027, St Johns Road.

The condition of roads has been poor historically, with a complicated ownership and maintenance history. Major infrastructure improvements in 2015 (finished by the end of 2017 significantly improved the accessibility and appearance of the carriageways and footways within Brooklands and Grasslands.

Brooklands Avenue, along the seafront, is a two-way road in network terms but does not have adequate width for two lanes, and reduces to the equivalent of a single lane at some points. IT does not have a footway on either side of the road, although this will be improved for a short stretch immediately west of the junction with Lotus Way as part of the Jaywick Works development. A private track continues along to the Martello Tower and surrounding holiday park, which can also be entered from the west, though there is no through route for general traffic.

With the exception of the Tudor estate, small plot sizes, mean that parking tends to be on the road, though low car ownership rates reduces the impact of this on the streetscape.

There are small carparks associated with the Community Resource Centre, Enterprise Centre, as well as the Martello Tower. One of two public car parks is Tamarisk Road car park, situated east of Lion Point, in the Village. Capacity of this car park is around 50 places. There is an additional car park on St Christophers Way - a grassed area of around 0.5ha which could accommodate 150 parking spaces, though is not well located for visitor use due narrow access lanes and residential surroundings.

3.13 Pedestrian and cycle routes

Narrow alleys between avenues and streets in the village have survived as part of the original plot pattern, these are often poorly maintained and underlit. Public Rights of Way exist along beach and though Crossways Park.

The England Coastal Path running along the Jaywick seafront is

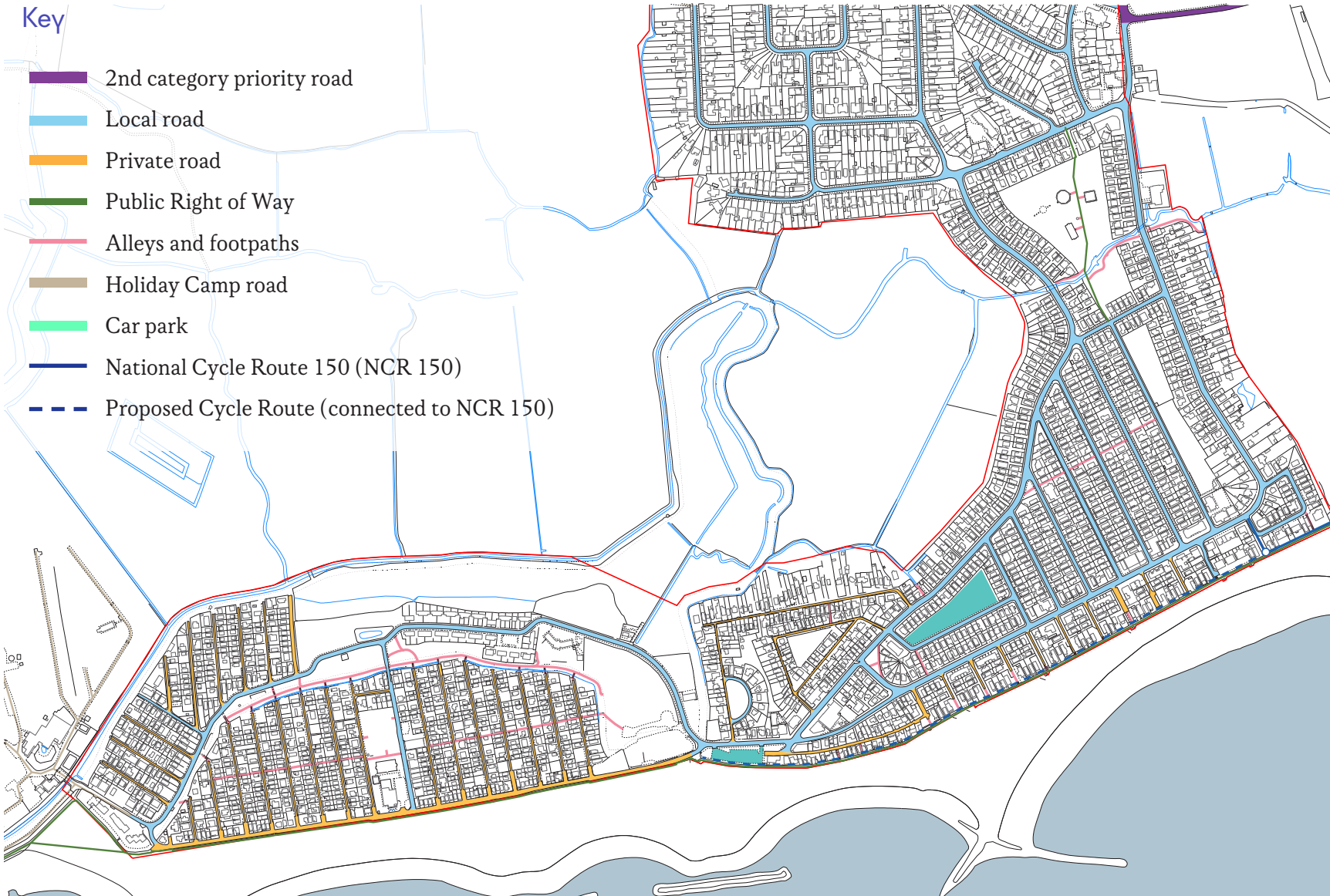


Fig. 40. Existing movement network

currently being improved with new signage and access rights being put into place.

It is possible to walk east along the coast and slightly inland, to Point Clear, where a ferry operates in the summer months connecting the coastal path to Brightlingsea and East Mersea.

Essex County Council has announced more accessible and environmental friendly bike route from Jaywick to Clacton. The proposed scheme is split into three parts and the first one will connect Jaywick's Tamarisk Road car park to the National Cycle Route 150 which starts at The Close (Jaywick East).



Fig. 41. Jaywick Sands seafront



3.14 District environmental analysis

Jaywick Sands' coastal location has significant ecological and geological value and is part of a wider network of habitats.

Prior to the founding of Jaywick Sands, the site was farmland and marshland. The geology and complex geodiversity found below the surface today is a result of the pre-historic movement of watercourses (early Thames and Medway Rivers), that left behind the sands and gravels. The following points summarise the findings from various reports and documents<sup>[1]</sup> on the wider site:

- This part of the Tendring coastline is known for significant archeological and geological findings; artefacts from the Paleolithic period found along the deposit channels are known to be the earliest evidence of human activity in the region.
- South-west Tendring has a high concentration of protected sites; there are several locally, nationally and internationally recognised areas , many of which relate to the coastal grazing marshes, closely associated with inland watercourses and floodplains as well as creeks.
- Other important sites in the area are old mineral workings of Villa Farm Quarry and Arlesford Lodge.
- The Essex Estuaries Special Area of Conservation extends across to Jaywick Sands from the mouth of the Colne to Lion Point, between Brooklands and the Village.
- Much of the wider area is still agricultural land, though developments continue to encroach on farmland and put pressure on protected areas.
- Grade II listed buildings in the area include Jaywick Martello Tower and Cockett Wick Farmhouse as well as a Scheduled Ancient Monument at the Decoy Pond north-east of Brooklands

The wider habitat and environmental constraints on development were scoped in 2019 as part of the related Sustainability Appraisal and Habitats Regulation Assessment commissioned by TDC.

<sup>1</sup>(RPS Archeological Assessment July 2018, AGB Environmental July 2018, Tendring Geodiversity Characterisation Report 2009

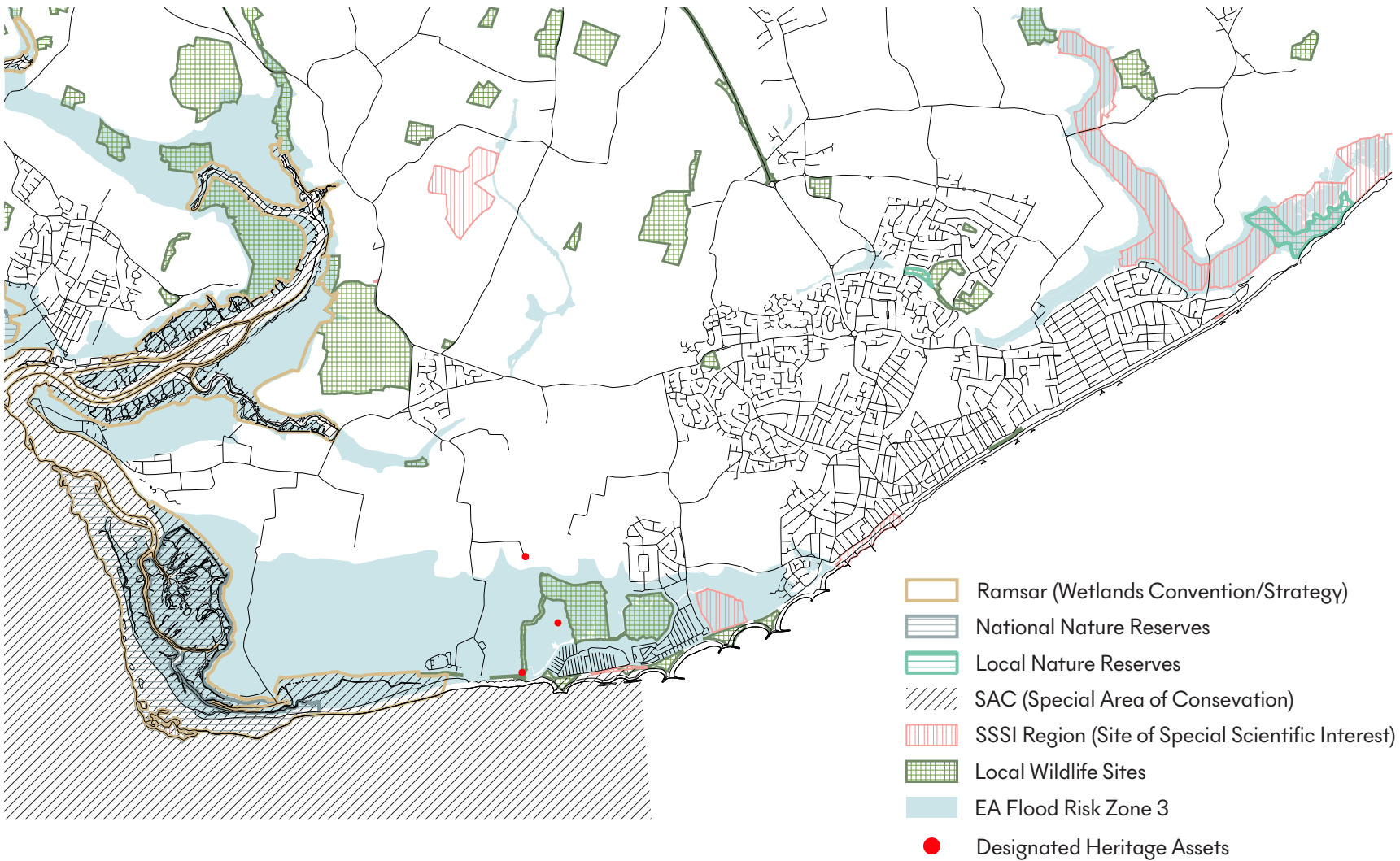


Fig. 42. Map of environmental designations in the wider area around Jaywick Sands. Source: Natural England and Historic England data



Fig. 43. View of the beach and Martello Tower



Fig. 44. View of the grassy dunes at Jaywick beach



3.15 Local environmental analysis

Jaywick Sands sits behind a sea wall, separating the dense plotlands sites from a long stretch of beach with national and international environmental significance. Inland, the undeveloped areas also provide valuable habitats and hold designated and non-designated ecological value. The following points summarise the environmental context in and around site area.

Beach

- The Clacton Channel Deposits lie beneath most of the site, stretching between Jaywick Sands and West Cliff at Clacton, and are particularly rich in Paleolithic matter and artifacts. They are protected by three separate areas that make up the Clacton Cliffs SSSI.
- Coastal protection and buildup of sand/shingle obscures the SSSI regions below ground level, and development is unlikely to disturb this, though there is the opportunity to increase public knowledge of the geology and associated archeological importance of the site, from the Ice Age onwards.
- The beach at Jaywick Sands is prone to erosion, the simple groynes protect from erosion, and the fishtail groynes allow monitoring of erosion and effectiveness of beach management.
- The stable areas of beach south of the sea wall are designated County Wildlife Sites, so any development on this area will require compensatory habitat creation elsewhere.

Undeveloped sites

- Within the Place Plan site boundary, areas of dense scrub, marsh grazing land provide habitats for birds, water vole and reptiles, and have been identified as potential habits for other protected species.
- The greenfield site of Tudor Fields is a designated Local Wildlife Site so any development on this area will require compensatory habitat creation elsewhere. As there is limited area within the Place Plan red line boundary, this will need to be created outside the site and may require further land purchase by TDC, or accommodated by compensatory agreement with adjacent landowners.

Brownfield and built up areas

- While there are few ecologically significant sites within the built up area, small gardens, allotments, and open spaces punctuate the dense street pattern, as well as walking routes along the raised banks that follow the historic pattern of dykes and ditches.
- Designated open and green space is generally in poor condition,



Fig. 45. Map of local environmental designations in Jaywick Sands

- though satisfactory in term of quantity.
- Other non-designated but publicly accessible green and open spaces, provided and maintained by various community groups, are a significant asset to the residential areas, and evidence of the strong community spirit.
  - The derelict plots hold little ecological value and some have issues with contamination.
  - Jaywick WRC has already exceeded capacity for treatment of water, as identified in the 2017 HRA assessment for the Tendring Local Plan. This means it discharges more than allowed to into the sea at this point in time.



Fig. 46. View of Tudor Fields (Local Wildlife Site)



3.16 Land ownership

Tendring District Council have acquired a substantial portfolio of sites, including:

- Large greenfield sites between the Village and the Tudor Estate, known as Tudor Fields (1)
- The remainder of the north side of Grasslands, around the Guinness Trust development (2)
- The central Market site including the former Sunspot site, between Brooklands and the Village (3)
- The Mermaid site on Brooklands Gardens (4)
- 16no. individual plots within Brooklands (5)

The ownership of the existing housing areas is currently not fully analysed due to a lack of Land Registry information being made available to the team. However, we are aware of some holdings of multiple plots where planning consents have been achieved for redevelopment, though not implemented.

Ownership of the beach and the unadopted streets is currently unclear.

Martello Tower ownership sits with Essex County Council but the land surrounding it continues to remain in the ownership of the Caravan Park. This limits its use for additional events.

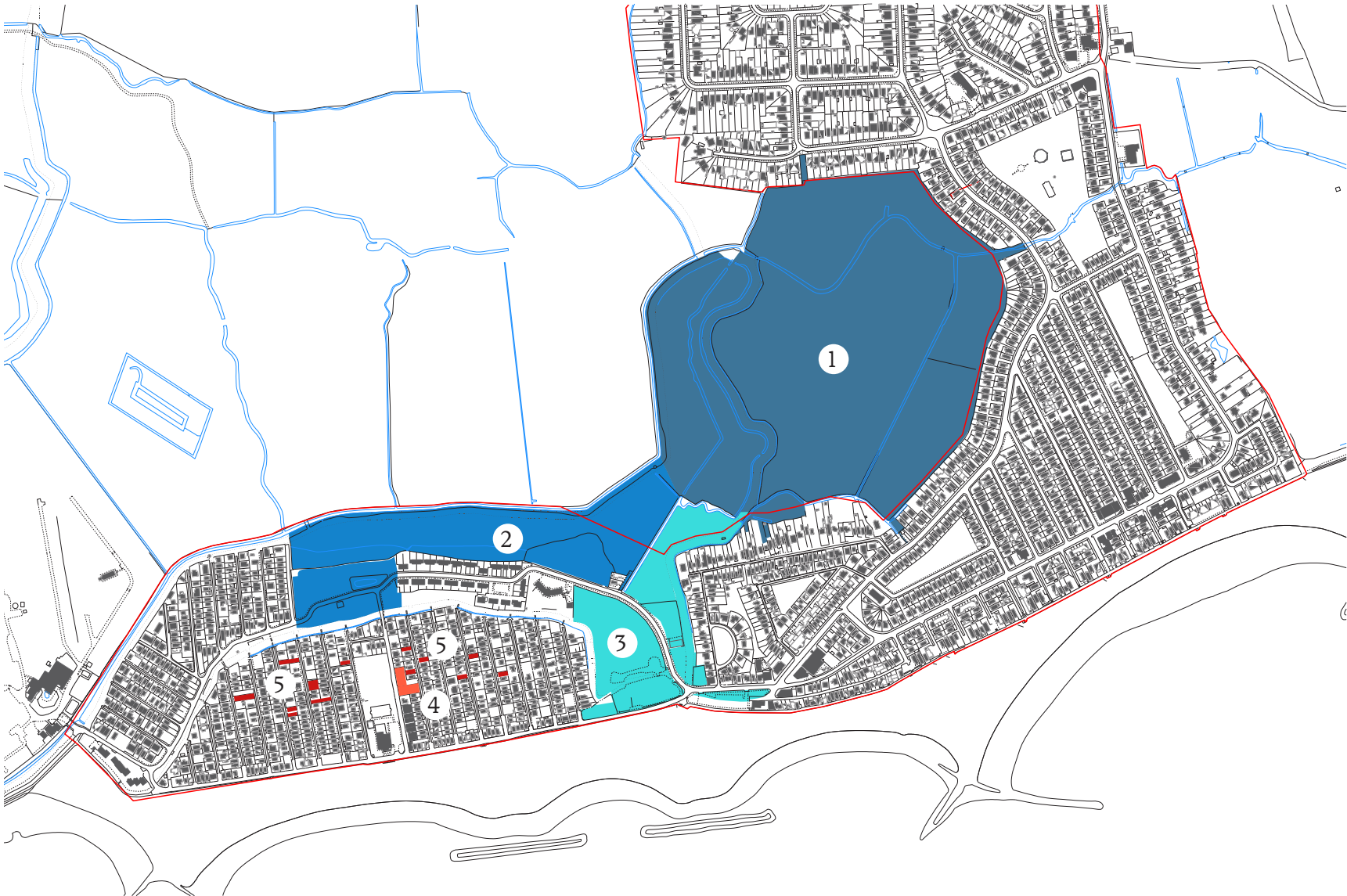


Fig. 47. Map showing Tendring Council land ownership in Jaywick Sands

3.17 Values and viability

Viability of development in Jaywick Sands is challenging due to a combination of low property values and high costs. This will present funding challenges for the delivery of the Place Plan and the next stages of work will seek to quantify this further for the preferred approach which is identified following feedback at public consultation.

Costs of development

Development costs in Jaywick Sands are significantly higher than other comparable sites locally due to a variety of factors:

- Costs associated with the flood risk and resilience conditions measures required for all homes, including non-habitable space at ground floor level. Poor ground conditions - the ground conditions (former saltmarsh) require more complex foundation and drainage design than typical development sites
- Contamination on sites nearer to the existing housing areas
- Costs associated with the ecological importance of the sites - the requirement to relocate sensitive species
- Complexity of layout required due to shape of landholding, retaining an adequate ditch/drainage network, adjacencies to existing homes.
- Infrastructure costs

Values

Jaywick Sands currently has some of the lowest property values in the country, but also a sharp value gradient between the best and worst value homes. The key factors that bring values down in Jaywick Sands are the blight, poor reputation of the area, very poor housing quality and flood risk. To raise values mean that all these issues need to be addressed by the Place Plan.

Area	1 bed property			2 bed property		
	High	Low	Average	High	Low	Average
Tudor Estate	N/A	N/A	N/A	£215,000	£170,000	£185,000
The Village	£75,000	£60,000	£70,000	£90,000	£75,000	£80,000
Brooklands	£50,000	£40,000	£45,000	£65,000	£55,000	£60,000
Grasslands	£55,000	£45,000	£50,000	£70,000	£60,000	£65,000

There are several large new homes developments in the housing trajectory for the Clacton area. The delivery of these sites - in locations where demand is currently much higher than in Jaywick Sands - is also a factor in assessing the viability of substantial new housebuilding in Jaywick Sands.

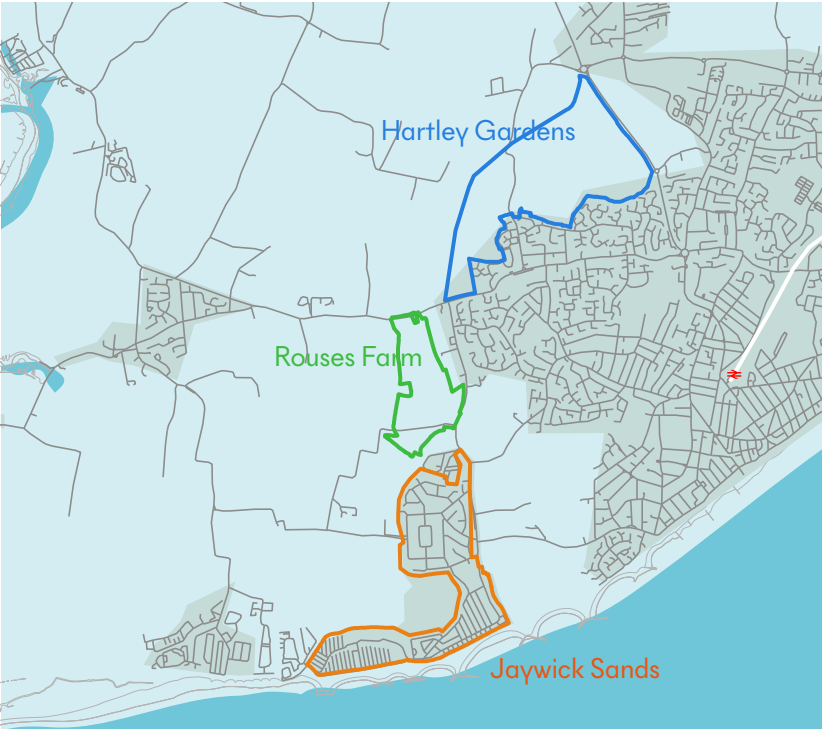


Fig. 48. Map showing locations of nearby allocated housing sites

Hartley Gardens

1700 homes in total

Delivery estimates:

30 p/a 2023-2-26  
60 p/a 2026-2029  
90 p/a 2029-2033  
up to 1070 post 2033

Rouses Farm

950 homes in total

Delivery estimates:

30 p/a 2020-2025  
60 p/a 2025-2033  
up to 320 post 2033



## 4. Flood risk in Jaywick Sands

The Jaywick Sands Place Plan area sits within Flood Zone 3, which amounts to around 1800 homes currently at risk of flooding. Flood Zone 3 is defined as an area which could be affected by flooding from the sea in a 0.5% AEP (1 in 200 chance of happening each year), or a 1% AEP (1 in 100) chance of river flooding, without taking into account any existing defences.

The extent of Flood Zone 3 is similar to the extent of the 1953 flood, though this was not an overtopping scenario, but a breach further west that flowed through to Jaywick.

- Since 1953, improvements to the sea defences have taken place and existing defences include:
- Sea wall (from St Osyth beach up to Clacton)
  - Embankment (runs north/south from west of Martello Tower to Cockett Wick Farm)
  - Beach deposit, with 2no. simple and 3no. fishtail groynes to limit erosion.
  - The outer bank asnd dyke, running behind Grasslands acts as an additional defence.

In the most recent Strategic Flood Risk Assessment (2015) for Jaywick Sands, most of the area was assessed within a NaFRA (National Flood Risk Assessment) classification of Low. A Low classification means that the area has an actual chance of flooding at the present day, taking into account current defences, of between 1 in 1000 and 1 in 100. Some areas have a NaFRA classification of Medium, meaning an actual risk of between 1 in 100 and 1 in 30 in any given year. The Medium rated area includes most of Brooklands. However, since the 2015 Flood Risk Assessment, the Environment Agency has updated its modelling for flood risk and this has been drawn on by the project team in understanding the most current estimates of present day and future flood risk. An updated Flood Risk Assessment will be required to support the further development of the Place Plan following this initial phase of work.

Under the updated modelling, Jaywick Sands has a high proportion of poor quality homes which are at risk of flooding, now and in the future. Actual flood risk today includes flood depths of 1300mm (1.3m) for some homes along the seafront in the design (0.5%

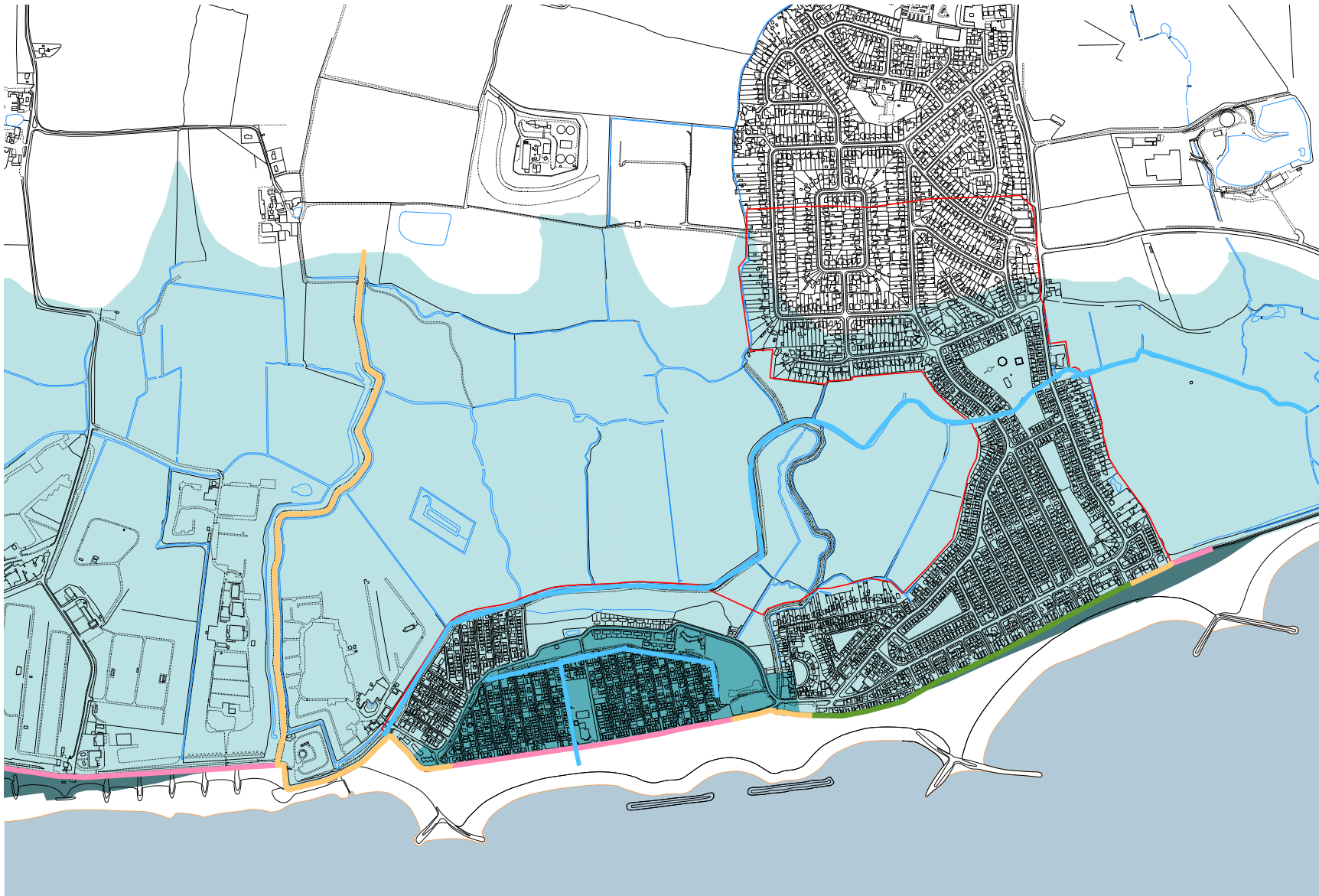
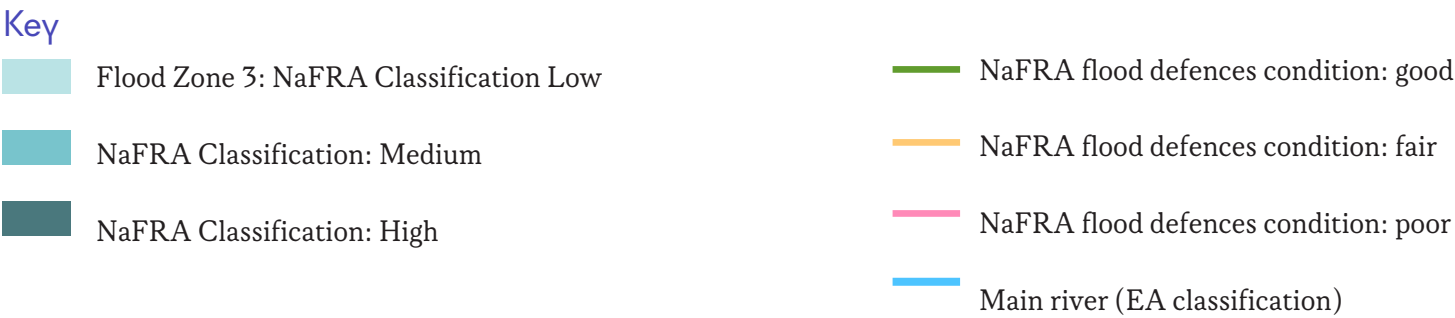


Fig. 49. Flood risk and defences at Jaywick Sands. Source: 2015 Jaywick Statagic Flood Risk Assessment 2015





AEP) flood event, and rises to depths of 3m and above over the next 100 years. All emergency access/evacuation routes also flood significantly. This represents a severe risk to life and property. Therefore, improving the safety of residents in a flood event, and the flood resistance and resilience of homes, is an important part of meeting the aims of Policy PP14.

There is also a risk of fluvial flooding from Jaywick ditch, concentrated in the fields below the Tudor Estate.

The Shoreline Management Plan has a ‘Hold the Line’ policy position for the coastal defences protecting Jaywick Sands, which states that an appropriate flood defence for the community will be maintained into the future, although the standard of protection is not defined. This is an unfunded aspiration for the future flood management of the frontage, and its delivery will require continued partnership working, and significant partnership funding.

The Environment Agency is currently undertaking a strategic review of the coastline defences, modelling of flood risk and costs for upgrades and protection which will determine their preferred approach to upgrading defences, the standard of protection that would be provided, and the costs including the funding gap between the standard funding formula and the estimated cost of the preferred option. As of April 2022 this review has not yet been shared with the project team and represents a significant uncertainty with regard to the Place Plan.

To date the Place Plan has been developed on the assumption that improved flood defences will be delivered and therefore the Hold the Line policy will be implemented. However, no assumption about the future standard of protection that defences will provide, has been made. One of the major challenges in continuing to protect Jaywick Sands against flooding in the future is the length of flood defences required to ensure this protection. Fig. 52. shows the extent of defences affecting Jaywick Sands.

4.1 Impact of flood risk on regeneration opportunities

All new development within Flood Zone 3 should demonstrate that it has passed the sequential and the exception tests where required and as set out in the National Planning Policy Framework and Planning Practice Guidance 3.



Fig. 50. Map showing depths of inundation predicted in a climate change to 2112 scenario for a 0.5% AEP event. Source: Jaywick SFRA, 2015

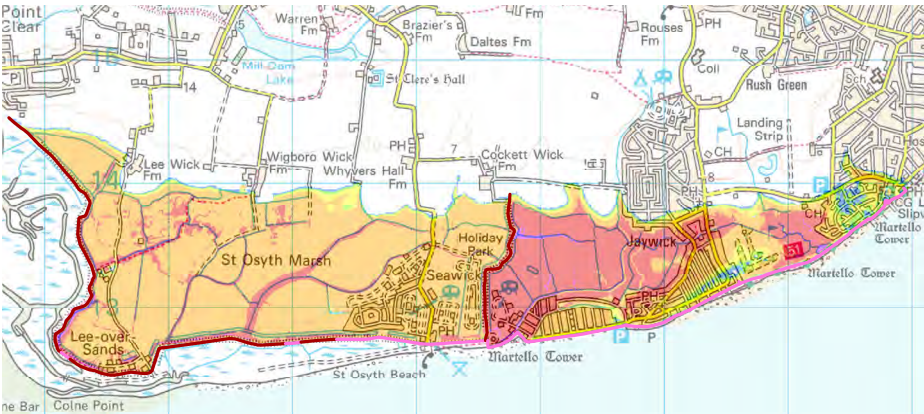


Fig. 51. Map showing extent of the flood 'cell' in which Jaywick Sands is located. Upgrades to all the defences shown would be required to continue to protect Jaywick Sands in the future. Source: Jaywick SFRA, 2015



The National Planning Policy Framework (paragraph 159) states that:  
“Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.”

The sequential test is a method to test if a suitable alternative location for the development is available. The exception test is a method to test if a proposal will provide wider sustainability benefits to the community that outweigh the flood risk; and be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

Both tests may need to be passed in order for the proposal to comply with the NPPF. Planning Practice Guidance sets out the process for applying the sequential and exception tests, in order to comply with the National Planning Policy Framework position. The project team have undertaken extensive engagement with the Environment Agency to develop a shared approach to designing for flood resilience and enabling the viable replacement of existing substandard homes with more flood resilient dwellings. This has resulted in an agreed approach to the application of the sequential and exception test in Jaywick Sands which is described below.

While the standard of protection that may be provided by flood defence upgrades in the future is not known, development that comes forward in the mean time must assume no upgrades will be delivered. This results in considerable cost and viability issues for new-build development.

4.2. Applying the sequential test and the first part of the exception test

Jaywick Sands is identified as a Priority Area for Regeneration under Policy PP14 of the adopted Tendring Local Plan. Policy PP14 states that Priority Areas for Regeneration will be a focus for investment in social, economic and physical infrastructure and initiatives to improve vitality, environmental quality, social inclusion, economic prospects, education, health, community safety, accessibility and green infrastructure, and that the Council will support proposals for new development which are consistent with achieving its regeneration aims.

Jaywick Sands has a high proportion of poor quality homes which are also at risk of flooding, now and in the future. Actual flood risk today includes flood depths of 1300mm (1.3m) for some homes along the seafront in the design (0.5% AEP) flood event, and rises to depths of 3m and above over the next 100 years. Therefore, improving the safety of residents in a flood event, and the flood resistance and resilience of homes, is an important part of meeting the aims of Policy PP14.

All of the Priority Area for Regeneration, as shown on the adopted Policies Map, falls within Flood Zone 3. For proposals which can demonstrate that they meet the regeneration aims of PP14, sites outside the identified policy area boundary are unlikely to provide reasonable alternatives, so the sequential search area would reasonably be set as the boundary of the policy area. Although the whole of this area is in Flood Zone 3, some areas within Jaywick are at greater risk due to increased depths, velocities and other factors. The sequential approach should be applied to consider whether there are suitable lower risk alternative sites within the policy area. This reflects the approach to the sequential test identified in Diagram 2 in paras 020 and 021 of the Flood Risk and Coastal Change section of the PPG as well as the advice given in para 033. If the sequential test was passed, the first part of the Exception Test would also be passed as wider sustainability benefits would be demonstrated.

However, for development proposals which would not be consistent with achieving the regeneration aims of PP 14, the sequential search area may need to be set wider and applicants will need to demonstrate wider sustainability benefits to the community which outweigh flood risk. In practice, if proposals are not consistent with achieving the regeneration aims of PP14, demonstrating these sustainability benefits, and demonstrating that there are no available sites at lower flood risk, may be challenging.

4.3. Applying the second part of the exception test

In order to satisfy the second part of the Exception Test, applicants must provide evidence to show that the proposed development would be safe and that any residual flood risk can be overcome to the satisfaction of the local planning authority, taking account of any advice from the Environment Agency.

Jaywick Sands benefits from flood defences but there is a present day flood risk for a 0.5% AEP event in seafront areas, with

inundation depths of up to 1.3m. The Shoreline Management Plan has a ‘Hold the Line’ policy position for the coastal defences protecting Jaywick Sands, which states that an appropriate flood defence for the community will be maintained into the future, although the standard of protection is not defined. This is an unfunded aspiration for the future flood management of the frontage, and its delivery will require continued partnership working, and significant partnership funding. While uncertainties regarding funding and viability exist, it is important that any new development is designed to be both resilient to flooding (should there be any delay to the delivery of improved coastal flood defences) as well as being safe for the future occupants.

To meet the NPPF requirement for ‘safe development’, the Environment Agency typically look to ensure that internal habitable space for ‘more vulnerable’ development (which includes residential uses) should have floor levels set above the design flood level, plus the appropriate ‘freeboard’ allowance. This is to ensure that future residents are not placed in danger from flood hazards and the development is appropriately flood resistant and resilient in the event of a flood (reflecting aims of para 167 of the NPPF). The design flood level for tidal flooding is typically the level of inundation for an 0.5% AEP event plus an allowance for climate change over the lifetime of the property (which for residential is typically set at 100 years). It may be considered acceptable for ‘more vulnerable’ development types, which include residential development, to flood on the ground floor in a residual risk scenario, provided there is refuge above the flood level, and the development is protected by flood defences for the lifetime of the development.

It is the preferred approach of TDC and the EA for new properties not to flood internally in a design flood event, given that it may be many years before the defences are renewed and raised. However, it is recognised that, due to the unusual plot pattern and land ownership in Jaywick Sands, that replacing a single dwelling on-plot is highly challenging to achieve, without detrimental impacts on future residents and neighbouring occupiers, as demonstrated in the draft SPD. In effect this means that replacing existing individual dwellings on the smallest plots, if required to have all habitable space above the design flood level, would not be possible without consolidating multiple plots into a single property holding. This could act as a barrier to improving housing quality and flood resilience in Jaywick Sands and would therefore work against the aims of Policy PP14 of the Tendring Local Plan, and NPPF paragraphs 152, 153 and 161c.

The Environment Agency have indicated that a holding objection will not be raised for proposals in the areas of Jaywick Sands which lie within Flood Zone 3, which are for on-plot replacement dwellings and involve no net increase in bedspaces, if the following criteria are met in full by the applicant:

- Floor levels for habitable space must be higher than the floor levels of the property being replaced;
- Floor levels for habitable space should be set, if possible, above the present day 0.5% AEP flood level. If this is not possible without contravening the other design guidance within the SPD regarding parking, internal and external space standards, amenity, daylight, sunlight and overlooking, floor levels should be set so that internal flooding in a 0.5% AEP present day event would be no greater than 0.3m (the FD2320 matrix threshold for 'danger to some').
- Flood resistant and/or flood resilient construction measures (as appropriate) are used to minimise damage to the property in a flood event, and to allow the re-occupancy of the building quickly;
- A secure and accessible area of refuge is provided above the flood level of a 0.1% AEP event, plus the appropriate climate change allowance and freeboard;
- Buildings and their foundations are designed to withstand the hydrostatic and hydrodynamic pressures of flood water so that they will remain standing during flood conditions when refuge is relied on.
- An escape window or hatch is provided from the refuge level to facilitate communication with neighbours and emergency response authorities and to provide options for rescue should this become necessary.

A full site-specific flood risk assessment will be required for all applications and this must cover the approach to other related matters, including but not limited to flood warning and evacuation, access and egress, and resident awareness.

For proposals which would result in a net increase in the number of bedspaces on the site, and therefore increase the number of people living within Flood Zone 3, the Environment Agency will raise a holding objection unless the normal requirements for 'safe development' are followed in full and all habitable floorspace is raised above the design flood level, with the appropriate climate change and freeboard allowances.

It is important to note that while the Environment Agency provides comment, which can include a holding objection, to proposals, it is for the Local Planning Authority to weigh the planning balance and reach a decision on whether the response to flood risk within the design represents a safe and appropriate response to site specific circumstances, and therefore the second part of the exception test will be passed.

4.4 Impact of flood risk on values and viability

A further consideration is the insurability and the mortgageability of properties in Jaywick Sands. Currently the flood risk is not a factor for insurance (due to Flood Re) or mortgage providers, due to the low values and the relatively good flood protection in the present day. The Place Plan team are engaging with Flood Re to understand how the industry understanding of flood risk may evolve as it is critical for any successful regeneration, thatn new homes and commercial premises created are mortgageable and insurable in the long term, and hold value for potential purchasers.

The Association of British Insurers (ABI) advises no new development in areas that will flood in a 1% AEP for 100yrs climate change scenario - which is different from EA advice - and also use different commercial available modelling tools to inform their assessment of flood risk.

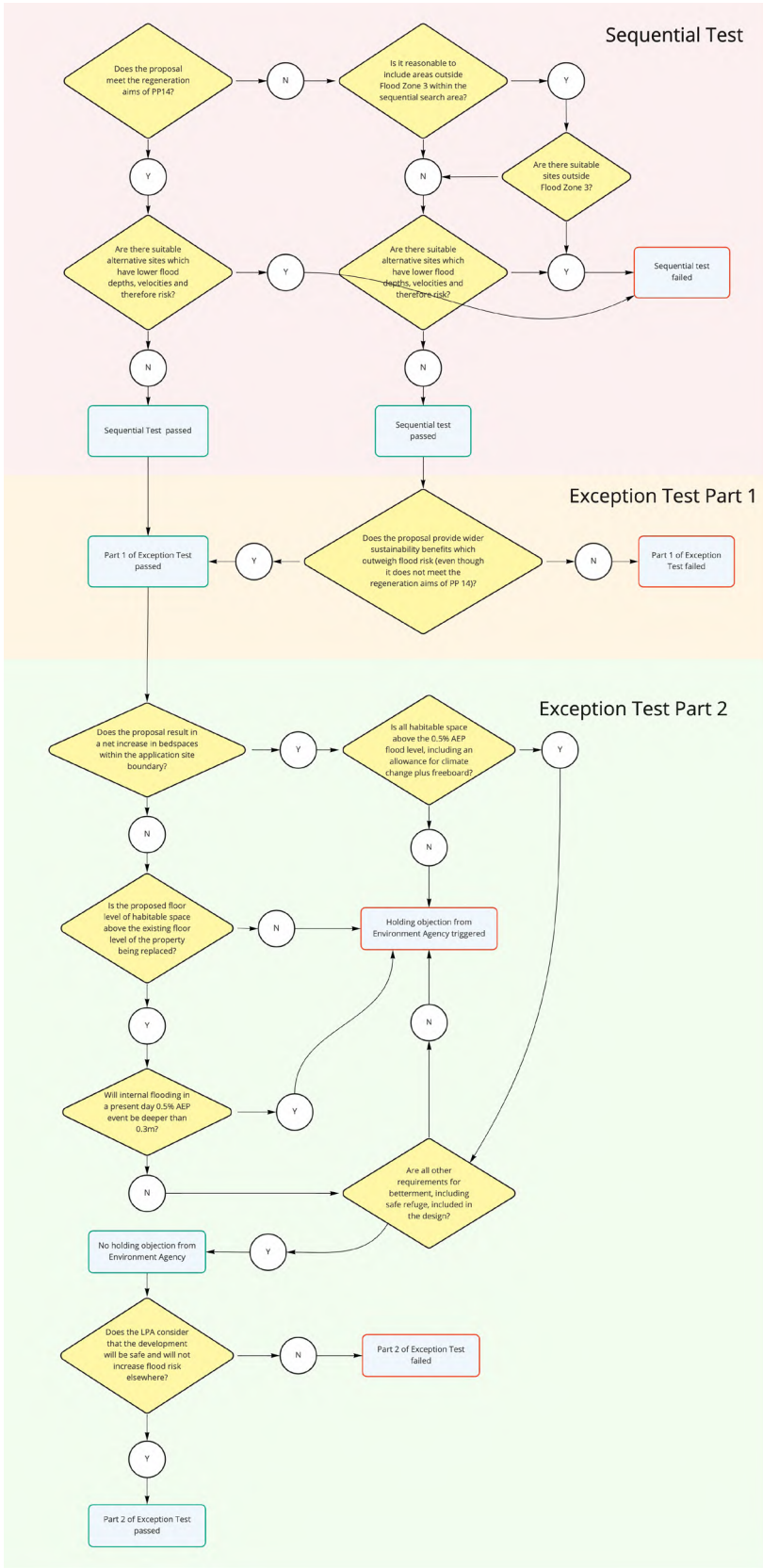


Fig. 52. Diagram showing sequential test approach



## 5. Policy context

### National Planning Policy Framework

The National Planning Policy Framework (NPPF), published in 2012 and updated in 2021, sets out to facilitate sustainable development through simplifying and consolidating national planning guidance.

Three over-arching objectives are set out in the framework;

1. economic
2. social and
3. environmental.

The objectives set out in the NPPF are to be delivered through local and regional planning policy, sitting within the national framework but developed for the particular circumstances and character of each area.

The Local Plan for Tendring District identifies policies in the NPPF that are relevant to Jaywick Sands, including policies that propose to:

- use land within settlements in preference to “greenfield” sites, particularly derelict and previously developed land and buildings known as “brownfield” land
- promote development with a mix of uses so that people can live much closer to their jobs, shops and other facilities;
- ensure that there is a better balance between employment and housing and put jobs and homes near each other to reduce the need to travel long distances to work;
- encourage better design of new development to create high quality living and working environments and make best use of land resources;
- ensure that the scale of proposed development fits in well with the size and character of existing settlements
- stimulate economic regeneration in areas where there is high unemployment and few job opportunities;
- promote energy efficiency and renewable energy and reduce pollution of land, air and water
- ensure major developments to have at least 10% of dwellings available for 'affordable home ownership'

The NPPF also sets out the requirements for the sequential and

exception tests which apply to development within Flood Zone 3, and the application of these tests in Jaywick Sands has been set out in detail within the preceding chapter.

### Local Planning Policy

The Jaywick Sands Place Plan is intended to support the Tendring Local Plan, and supports core policy guidance from both Tendring District Council and Essex County Council for the priority area of Jaywick Sands.

### Local Plan 2013 -2033

The 2013-2033 Tendring District Local Plan is a two part document consisting of a part relating to Tendring itself, and a joint plan with Colchester and Braintree for the new Garden Communities.

The Local Plan’s vision and objectives section includes specific mention of Jaywick Sands:

"In Jaywick Sands, regeneration projects will continue to raise the standard of living in this part of Clacton. Jaywick Sands will have seen, through the provision of a deliverable development framework, a sustainable community with associated economic,community and employment opportunities."

### Settlement hierarchy and boundaries

Under **Policy SPL 1 Managing Growth** Jaywick is included within the Clacton-on-Sea settlement boundary, which is ranked as one of the highest Strategic Urban Settlements in the Settlement Hierarchy. Unlike in the 2007 Local Plan, the settlement boundary is drawn to include the area north of Brooklands and in between Brooklands and the Village, but not the 'Tudor Fields' area that lies within the Place Plan boundary. The **Policy SPL 2 Settlement Development Boundaries** states that there is a presumption in favour of new development within settlement boundaries, and outside of settlement boundaries, "the Council will consider any planning application in relation to the Settlement Hierarchy and any other relevant policies in this plan. An exemption to this policy

is provided through the Rural Exception Site Policy LP6."

### Green space and protected natural landscapes

Several local green spaces within the Place Plan area are identified in the proposals map within the Place Plan area and safeguarded under **Policy HP 4 Safeguarded Open Space** whereby "Development that would result in the loss of the whole or part of areas designated as Safeguarded Open Space, as defined on the Policies Map and Local Maps will not be permitted" unless either a replacement area is provided, or it is proved that the space is no longer appropriate or required.

Under Policy **PPL 2 Coastal Protection Belt** the whole of the Tudor Fields area outside of the settlement boundary but within the Place Plan boundary is identified as protected. The policy states that within the Coastal Protection Belt, the Council will

"a. protect the open character of the undeveloped coastline and refuse planning permission for development which does not have a compelling functional or operational requirement to be located there; and

b. where development does have a compelling functional or operational requirement to be there, its design should respond appropriately to the landscape and historic character of its context".

Under **Policy PPL 4 Biodiversity and Geodiversity** the Tudor Fields area within the Place Plan boundary is identified as a Local Wildlife site and, as such, protected from development "likely to have an adverse impact on such sites or features[...].Where new development would harm biodiversity or geodiversity, planning permission will only be granted in exceptional circumstances, where the benefits of the development demonstrably outweigh the harm caused and where adequate mitigation or, as a last resort, compensation measures are included, to ensure no net loss, and preferably a net gain, in biodiversity."

### Housing and employment land allocation



No specific allocated sites for housing are located in Jaywick Sands under the emerging Local Plan although the undeveloped land between Brooklands and the Village and along Lotus Way was assessed in the Strategic Housing Land Availability Assessment (SHLAA). This concluded that the Objectively Assessed Need (OAN) of the district for 11,000 homes over the Local Plan period, would be met without this site coming forward, but that if other sites failed to deliver then it would be suitable for development. The SHLAA advised against increasing the housing stock above the 550 a year/11,000 homes level with concerns over a potential mismatch between jobs and housing.

The Lotus Way site was assessed at a very high density of 100 home per hectare for the purposes of the SHLAA, resulting in an assessed capacity of 700 homes. This is not likely to be deliverable in real terms due to the site layout and constraints, the importance of developing appropriately in design terms, as well as the requirement for open space, social infrastructure, and other non-residential uses to meet other policies within the emerging Local Plan.

No employment land allocations are identified in Jaywick Sands under the emerging Local Plan.

Village services and other facilities

Under **Policy PP 3 Village and Neighbourhood Centres** three areas of Jaywick Sands - Broadway, Tudor Parade and the junction of Tamarisk Way/Broadway are defined as neighbourhood centres to be protected and enhanced.

Under **Policy PP 11 Holiday Parks** the caravan park to the west of Jaywick Sands is identified as a safeguarded site protected against redevelopment.

Regeneration

Jaywick Sands is identified under **Policy PP 14 Priority Areas for Regeneration** as a priority for focused investment in "social, economic and physical infrastructure and initiatives to improve vitality, environmental quality, social inclusion, economic prospects, education, health, community safety, accessibility and green infrastructure."

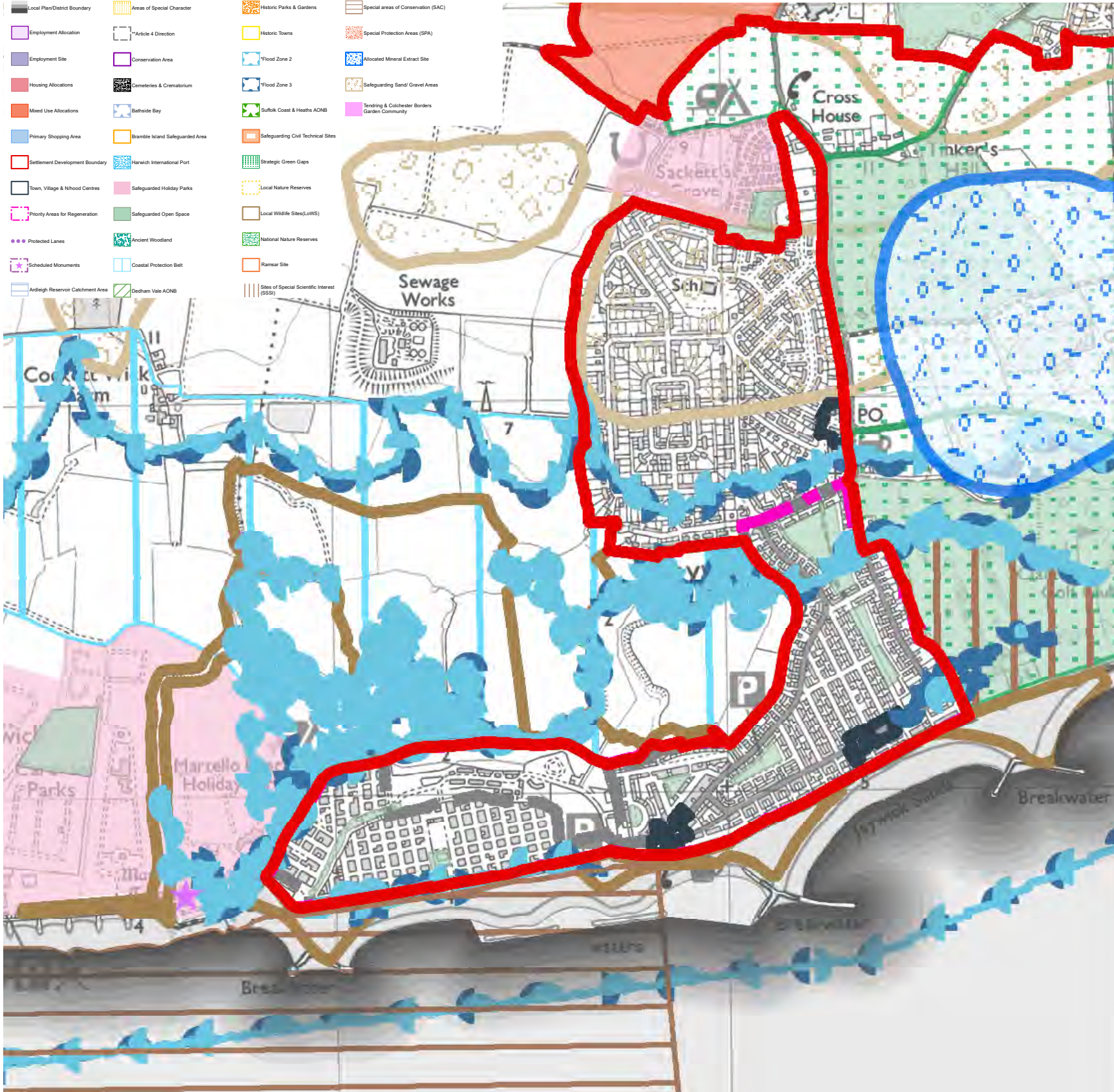


Fig. 53. Extract from Tendring Local Plan Policies Map



General requirements

A number of other Local Plan policies will be applicable to new development within the Place Plan boundary. The following is not an exhaustive list but highlights several policies that are being considered in the development of the Place Plan as they place constraints or guide the form of development, the infrastructure and amenity requirements and other key spatial fixes.

Under **Policy SPL 3 Sustainable Design** "All new development (including changes of use) should make positive contribution to the quality of the local environment and protect or enhance local character." There is specific mention of the requirement for development not to have a materially damaging impact on the privacy, daylight or other amenities of occupiers of nearby properties. This is a consideration for Jaywick Sands due to the density and close proximity of existing dwellings to each other in the Brooklands/Grasslands and Village areas, and the already limited amenity space that they enjoy.

Under **Policy HP 1 Improving Health And Wellbeing** all development sites delivering 50 or more dwellings will require a Health Impact Assessment and developer contributions will be sought where new development will result in a shortfall or worsening of heath provision. This policy also requires increased contact with nature and access to the District’s open spaces and offering opportunities for physical activities through the Haven Gateway Green Infrastructure and Open Space Strategies.

Under **Policy HP 2 Community Facilities** New development is required to support and enhance community facilities where appropriate according to assessed need.

Under **Policy HP 3 Green Infrastructure** all new development "must be designed to include and protect and enhance existing Green Infrastructure in the local area" and development will be managed to secure a net gain in green infrastructure and biodiversity.

Under **Policy HP 5 Open Space, Sports and Recreation Facilities** standards for the provision of open space are set including provision of accessible natural green space in accordance with Natural England's Accessible Natural Greenspace Standards.

Under **Policy LP 2 Housing Choice** developments of 11 or more (net) dwellings will be required to reflect the housing mix identified in the latest SHMAA unless there are specific mix requirements for a particular site as set out in site-specific policies, or genuine viability reasons. Innovative development proposals will be supported with regard to co-housing, custom build and other specialist housing types.

**Policy LP 4 Housing Layout** prescribes that residential development sites of 1.5 hectares and above must provide at least 10% of the gross site area as public open space.

Under **Policy LP 5 Affordable and Council Housing** at least 30% of new homes must be affordable or council housing unless a developer contribution is made.

The **Policy LP 6 Rural Exception Sites** contains the usual provisions for provision of affordable and/or council housing outside settlement boundaries in response to identified local housing need.

**Policy LP 8 Backland Residential Development** specifically mentions Jaywick Sands and restricts the form of backland development to avoid 'tandem' development and to safeguard amenity space and accessibility.

Under **Policy PPL 1 Development and Flood Risk**, new development in areas of high flood risk "must be designed to be resilient in the event of a flood and ensure that, in the case of new residential development, that there are no bedrooms at ground floor level and that a means of escape is possible from first floor level." Further detailed assessment of the constraints and requirements with regard to flood risk and resilience are given in the preceding chapter.

## 6. Community engagement to date

The brief for the Place Plan, and the work of the Coastal Communities Team to date, has centred on the responsibility of TDC and partners, to work with the Jaywick community and meet the key priorities. While wider community engagement was planned for 2020, this was interrupted by the Covid-19 pandemic and therefore this chapter summarises informal engagement undertaken from 2018-20 as well as the findings from earlier community engagement and consultation exercises prior to the Place Plan being started.

Work with the community of Jaywick to date has consisted of conversations and input from key community leaders, representatives of local groups and other stakeholder organisations. These include:

- Past and present elected ward councillors
- Sir Martin Frobisher Academy
- Jaywick Forum
- Jaywick Community Resource Centre
- Inclusion Ventures
- Community Wardens
- Jaywick Martello Tower

The Place Plan team have taken account of findings from other previous community engagement exercises, specifically the Jaywick Vision and Plan which was developed through a Planning For Real exercise in 2015 involving nearly 350 residents. The vision that emerged from this process was that "By 2025 Jaywick Sands will have a beautiful beach with good facilities and activiies, good quality well-maintained eco-housing, secure sea defences, clean streets and pavements. "

The key long term actions identified were:

- A supermarket in Brooklands, possibly on the Sunspot site
- Flood resilient housing including self-build
- Landlords taking greater responsibilty for the appearance and quality of their properties
- Increased beach facilities; life-guards, toilets, showers and watersports
- Employment and self employment opportunities
- Measures to address sale of alcohol and support for those with

addiction.

The Place Plan and the allied social and economic projects and initiatives, is required to demonstrate a clear benefit to the local community so that it is perceived positively and can be implemented. The history of Jaywick demonstrates that plans which do not reflect the will of the local community result in failure or abandonment. A clear 'golden thread' between priorities expressed by the community, and the final shape of the Place Plan, is essential.

Out of the work to date several clear priorities have emerged for the local community. These support the statistical evidence base and review of past studies, regarding the wider opportunities and challenges of the area.

### Jobs and employment

Community members consistently place increasing employment opportunities locally at the top of their priorities. The need for local employment that does not require travel to Colchester or other centres; supporting small businesses and entrepreneurship; and the potential for enterprise to also address other social and community issues (e.g. providing training; creating goods or services lacking in the community; raising aspirations and physical appearance of the area) are all mentioned.

### Character and identity

Community members strongly value the character and identity of Jaywick Sands. This includes the physical character - the low-rise, compact streets that increase sociability and a sense of community; the individual character of each home as opposed to 'estate built' houses which are not customised; and the walkable, pedestrian friendly layout. It also includes the character of the community itself - perceived positively as supportive, friendly, caring and resilient while acknowledging the challenges.

### Visual appearance and blight

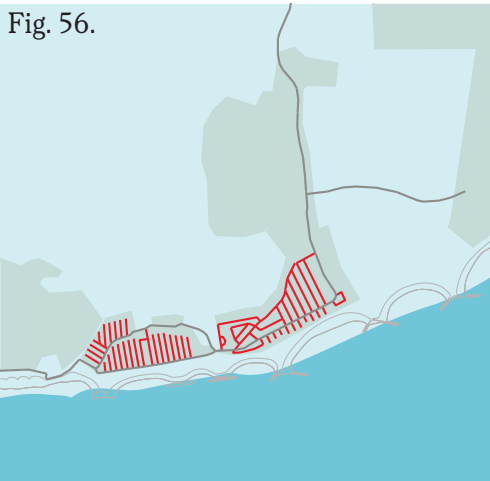
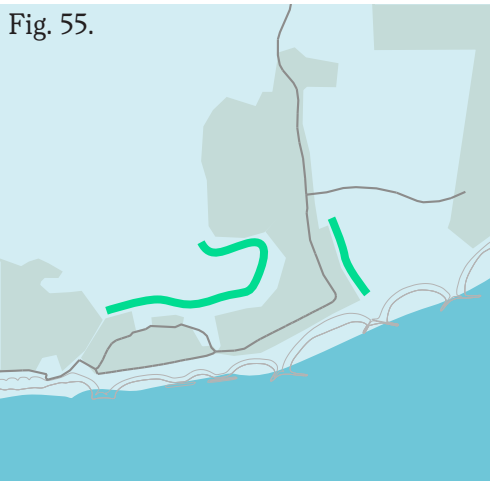
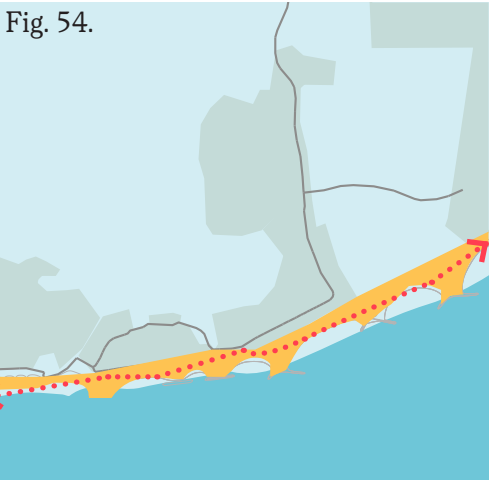
The visual blight affecting much of Jaywick Sands is consistently mentioned as a source of frustration and a key factor in the poor external reputation of the village. 'Cleaning up' the vacant plots, enforcing standards on the poor landlords and tenants, demolishing or rebuilding derelict building and the quality of the public realm are all priorities. The sense from community members is that the recent street improvements have made a significant difference, but that more needs to be done. The desire is to create a culture of pride in the physical appearance of plots, that matches that of the 'best' homeowners whose immaculate gardens and tidy homes are a source of great pride.

Other priorities raised by community members and representatives include:

- Supermarket and food shopping facilities in the Brooklands/ western side of the community
- Better healthcare facilities, with Golf Green Surgery felt to be inadequate
- More facilities for youth as the Community Resource Centre is not felt to be appropriate and is used more by the elderly or by toddler/young childrens activity groups.
- Flood resilience, although there are mixed views on this: many residents do not consider there to be a genuine risk of flood
- Improvements to Brooklands Avenue to deter 'boy racers' and anti social driving



# 7. Summary of opportunities and constraints for spatial framework



## Coastline

- A wonderful and currently under-utilised beach ideally suited to watersports along with other informal recreational use
- Beach shape has substantially changed since the introduction of the groynes, leading to a much larger sand beach.
- New Coastal Path will bring increased visitor numbers, and a different visitor profile, to Jaywick Sands using sustainable forms of transport.



## Rural landscape

- Rural grassland and water meadow setting - close proximity to countryside although not publicly accessible - visual benefit only
- Wildlife and ecologically rich - both an opportunity and a challenge for new development



## Character, built form and heritage

- Unique and intact pattern of development
- Characteristic, eclectic customised small homes
- An important part of British social history evidenced in built form
- A source of inspiration to architects, designers, artists and writers
- Very tight plot pattern and closely placed streets constrain the form of development that can be accommodated while also meeting flood resilience standards





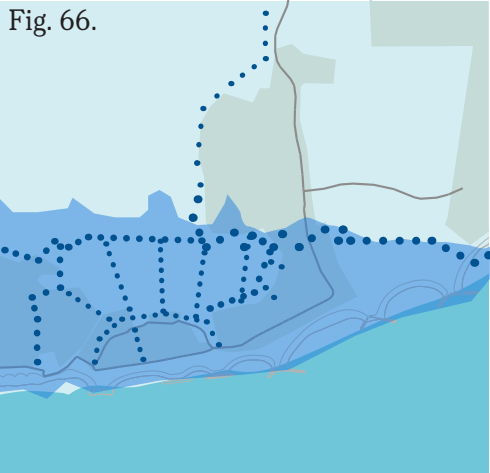


Fig. 66.

Flood risk

- All development will be required to meet an agreed standard of flood resistance and resilience
- Ditches and banks form part of the flood defence and drainage network and need to be retained, or alternatives integrated in any plans
- Surface water drainage



Fig. 69.

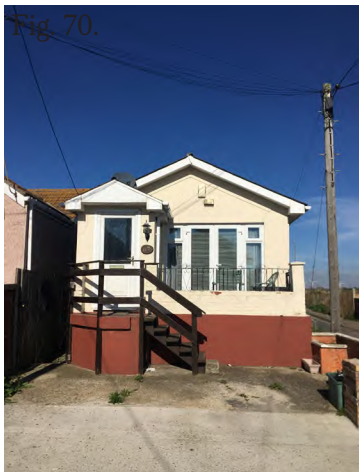


Fig. 70.



Fig. 71.

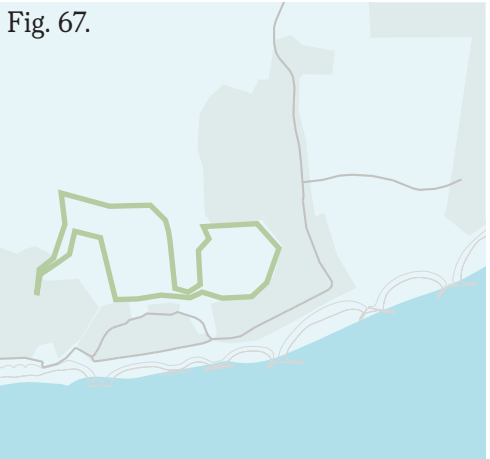


Fig. 67.

Ecology

- Local Wildlife Site designation on Tudor Fields would require off-site habitat creation to mitigate development impacts
- Areas within the settlement framework also have high levels of protected species which adds to the costs of development



Fig. 72.



Fig. 73.

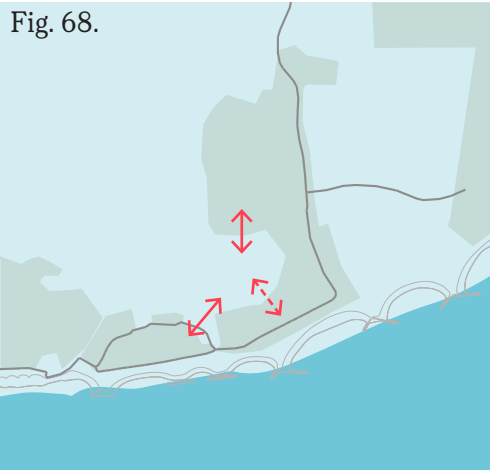


Fig. 68.

Connectivity

- Limited opportunities to link into development sites
- Access from Meadow Way to new development constrained by exiting homes and inland water ditches and dykes
- Access points from Tudor Estate to the north and from Lotus Way more feasible



Fig. 74.



Fig. 65.

## 8. Initial strategic options appraisal

A range of initial strategic options were assessed for their high level feasibility and their fit against the objectives of the Place Plan. These options deliberately included extreme scenarios in order to ensure all approaches had been robustly tested.

A central aim of the Jaywick Sands regeneration is that substandard housing is removed from the market through either demolition, or upgrading/redevelopment. In most cases upgrading will not be possible therefore redevelopment or demolition are the options to be tested. In order to enable this, residents of substandard homes will need to be re-housed, but mechanisms - outside of the brief of the Place Plan team - are required to ensure that rehousing is conditional on the sale of the existing substandard home to TDC, or the demolition or redevelopment of the plot by the landowner. Previous initiatives of this kind have resulted in 'backfilling' of the vacated property without improvements being made. Enforcement and purchase powers therefore need to be fully integrated into the delivery of the Place Plan.

The options assessed consider a range of approaches to rehousing residents of substandard homes, and assume that the powers to enforce on substandard homes are available and put to use. Detailed timescales have not been considered, but the team note that enforcement may become substantially more effective if and when the proposed changes, proposed in the Levelling Up White Paper, to landlord licensing and the EPC requirements for private rented accommodation come into effect.

The strategic approaches considered included:

1. Full decant and demolition of Jaywick Sands with residents rehoused in other areas
2. Comprehensive redevelopment of Brooklands and parts of the Village into new flood resilient housing and other uses
3. New mixed tenure development on all land owned by Tendring Council including land either side of Lotus Way and Tudor Fields, including land outside the settlement framework, enabling decant and redevelopment of existing substandard homes and additional market housing
4. New affordable and social housing development on land owned by Tendring Council inside the settlement framework only,

enabling decant and redevelopment of existing substandard homes

5. Development on individual (vacant) plots owned by Tendring Council within Brooklands
6. Purchase and redevelopment of consolidated parcels of adjoining plots in Brooklands and the Village, to redevelopment alongside Tendring owned plots
7. Public realm, environmental improvements and standalone projects to boost the local economy and address infrastructure deficits within Brooklands and the Village only (no new or replacement homes)

### 8.1 Full decant and demolition, no rebuild

This scenario would involve the phased decant and demolition of all existing homes and property within Flood Zone 3. Alternative housing would be provided to residents and it is likely that compensation would need to be offered. It is possible that Jaywick Sands could continue to be accessed and used for leisure and recreation, for example as a country park and beach with biodiversity and greening benefits.

Positive:

- Number of residents within Flood Zone 3 would be significantly decreased.
- Flood defence upgrades would not be required to protect homes or property (although protection of existing holiday parks may need to be considered)

Negative:

- Works against community wishes - would not achieve the stated aim of having community support for the proposals
- High cost of decant and replacement housing.
- Lengthy process of compulsory purchase required, during which the existing community would experience worsening outcomes due to lack of investment and increased blight.

### 8.2. Comprehensive redevelopment of Brooklands and parts of the Village

This scenario would involve the phased compulsory purchase of all homes within Brooklands and the majority of the Village, focusing on the areas with poorest housing quality and flood resilience. Following CPO these areas would be redeveloped into new flood resilient housing and other uses, and a new street layout could be developed. Residents of existing homes would need to be offered rehousing elsewhere in the district before having the option to return to new homes (similar to an estate regeneration model).

Positive:

- Flexibility to redevelop in a street pattern, building form and use/tenure mix that is not constrained by the existing street layout
- More economically viable than redevelopment of individual plots or small consolidated holdings
- All homes would meet flood resilient standards and current building regulations regarding energy efficiency

Negative:

- Works against community wishes - would not achieve the stated aim of having community support for the proposals
- High cost of decant and temporary housing for residents before they can move back into new homes
- Lengthy process of compulsory purchase required, during which the existing community would experience worsening outcomes due to lack of investment and increased blight.

### 8.3 New development on all land owned by Tendring Council including Tudor Fields, enabling decant and redevelopment of existing substandard homes

This scenario would use TDC owned land to create a substantial amount of new mixed-tenure housing and associated local services, potentially up to 1000 homes over a number of phases. New homes could be used to rehouse residents from existing substandard homes which could then be purchased and demolished or redeveloped in phases. An outline indicative masterplan and viability assessment for this option was developed to test this scenario and can be found in Appendix A.



Positive:

- Significant development area could provide a wide range of homes
- Once residents had been rehoused, there would be a range of options for the redevelopment of existing plots, which could involve altering the street pattern and layout to better suit viable development.
- All homes would meet flood resilient standards and current building regulations regarding energy efficiency
- Including market housing could improve viability although the market is untested and this may not prove correct.

Negative:

- Increased number of residents would be living in Flood Zone 3, which would increase the complexity of evacuation in a flood event and would be contrary to Environment Agency preferences. Sequential and Exception tests would need to be met and this could be challenging as Tudor Fields lies outside the Priority Area for Regeneration.
- Viability concerns as evidence base for the Local Plan did not demonstrate a market for new homes in this location. Substantial development in this location could result in an oversupply of new homes in this part of Tendring, negatively impacting the deliverability of other housing developments outside Flood Zone 3 which are allocated in the Local Plan.
- Tudor Fields is a Local Wildlife Site so significant ecological mitigation would be required, adding to the costs of development.
- New development would need to be strongly linked to removing existing substandard homes from the market. Risk that this might not occur and therefore the primary aim of the Place Plan would not be met.

8.4 New development on land owned by Tendring District Council inside settlement boundary only, enabling decant and redevelopment of existing substandard homes

This scenario would see new, mainly affordable and social rent, homes built within the settlement boundary defined in the Local Plan and the policy area for the Priority Area for Regeneration. Approximately 200 homes could be developed along with related local services and facilities to meet existing infrastructure deficits.

New homes would be used to rehouse residents from existing substandard homes, which would be purchased and redeveloped.

Positive:

- Limited new development unlikely to result in a substantial increase in the number of people living within Flood Zone 3. Environment Agency likely to be more supportive as development is within the identified Priority Area for Regeneration and therefore the Sequential and Exception tests would be likely to be satisfied.
- Policy compliant with Local Plan
- Unlikely to impact deliverability of housing on other allocated sites in the Local Plan due to being affordable-led housing
- Prioritising meeting existing community needs and deficits in infrastructure is more likely to meet with community approval.

Negative:

- Likely to have a significant funding / viability gap as housing would be mainly affordable or social rent and substantial infrastructure would be included
- New development would need to be strongly linked to removing existing substandard homes from the market. Risk that this might not occur and therefore the primary aim of the Place Plan might not be met
- While not a Local Wildlife site, land either side of Lotus Way has a high number of protected species and therefore ecological mitigation would be required.

8.5 Redevelop single / double plots owned by Tendring Council, enabling gradual decant and redevelopment of existing substandard homes

This scenario would see new homes built on plots currently owned by Tendring Council, which have a capacity of 8 new homes in total across all plots, because a large number are undevelopable under the emerging Design Guide SPD. New homes would be used to rehouse residents from existing substandard homes, which would be purchased and redeveloped.

Positive:

- No increase in the number of people living within Flood Zone 3. Environment Agency likely to be supportive as development is within the identified Priority Area for Regeneration and

therefore the Sequential and Exception tests would be likely to be satisfied.

- Gradual redevelopment with no large scale CPO or rehousing costs
- No impact on protected species or wildlife - little ecological mitigation required.

Negative:

- Very few new homes can be built on plots currently owned by TDC - only 7 in total at this time.
- Rehousing residents would therefore happen extremely slowly and regeneration would take longer
- Building on small disconnected plots is economically inefficient and proportionally higher build costs would therefore be expected
- As TDC owned plots are currently vacant, new homes would be required to have non-habitable ground floors which adds to costs and limits capacity of plots in order to comply with overlooking and daylighting standards.

8.6 Purchase consolidated holdings of several adjacent plots, for redevelopment alongside TDC owned plots

This scenario would see additional plots purchased, in particular holdings comprising several adjacent plots consolidated into a single parcel. New homes would be used to rehouse residents from existing substandard homes, which would be purchased and redeveloped.

Positive:

- No increase in the number of people living within Flood Zone 3. Environment Agency likely to be supportive as development is within the identified Priority Area for Regeneration and therefore the Sequential and Exception tests would be likely to be satisfied.
- Gradual redevelopment with no large scale CPO or rehousing costs
- No impact on protected species or wildlife - little ecological mitigation required.

Negative:

- Capacity of the parcels identified is still low - if developed in



line with the emerging Jaywick Sands Design Guide SPD, the parcels would have a total capacity of 10 new homes, which in combination with plots already owned by the Council, would yield 18 homes in total.

- Rehousing residents would therefore happen extremely slowly and regeneration would take longer
- Building on small parcels is economically inefficient and proportionally higher build costs would therefore be expected
- As parcels are currently vacant, new homes would be required to have non-habitable ground floors which adds to costs and limits capacity of plots in order to comply with overlooking and daylighting standards.

8.7 Public realm, environmental improvements and standalone projects to boost the local economy and address local infrastructure deficits only (no new or replacement homes)

In this scenario, housing replacement or development would not be undertaken by TDC and the focus of regeneration would be environmental, social and economic projects only. These could include:

- Upgrading Brooklands to be a one-way street, allowing full pavements to be created on each side and including traffic calming measures and cycleway provision as well as access to the beach
- Improvements to existing green and public spaces to increase functionality, ecological value and visual appeal, including tree planting, play and recreation facilities, allotment provision and similar
- Meanwhile projects or purchase and re-letting of vacant commercial units including those on Broadway, for social enterprise, local startups and converted to uses that would meet social infrastructure deficits e.g. healthcare, early years provision, etc
- Landscaping of Lotus Way including tree planting, cycling provision, SuDS (sustainable drainage solutions) and traffic calming to improve the environment and encourage walking and cycling.

These projects can of course be delivered as part of or alongside other options considered above - they are included here as a stand-alone 'option' to provide a baseline for comparison in terms of costs

and benefits.

Positive:

- Relatively inexpensive and quick to deliver projects which do not have dependencies on large-scale land aquisition or the improvement of flood defences
- Quick wins which can have a high visual impact and tackle blight, improving community wellbeing and pride in place
- Could improve property values and incentivise property owners to upgrade or improve their properties incrementally

Negative:

- Do not directly address housing quality or take substandard homes out of the market - relies on property owners themselves to achieve this

8.8 Preferred options

The options taken forward for further development and appraisal, and for public consultation are:

4. New affordable and social housing development on land owned by Tendring Council inside the settlement framework only, enabling decant and redevelopment of existing substandard homes
5. Development on individual (vacant) plots owned by Tendring Council within Brooklands
6. Purchase and redevelopment of existing substandard homes within Brooklands and the Village, either as individual plots or as consolidated parcels of adjoining plots
7. Public realm, environmental improvements and standalone projects to boost the local economy and address infrastructure deficits within Brooklands and the Village only (no new or replacement homes)

The following sections in this report develop each of these scenarios in more detail to explore their potential impact, costs and viability.

These options could be combined into a composite preferred option which could incorporate both development on undeveloped land within the settlement boundary, development of TDC or other currently vacant plots, and public realm and other 'quick win' projects and this is shown as a 'composite' option in section 12.

## 9. Outline masterplan for development on land either side of Lotus Way

A high level outline masterplan and capacity study has been developed for the land within the settlement boundary owned by Tendring Council. This comprises land either side of Lotus Way and would link up the Village, Brooklands and Grasslands. The site has never been developed although there are some utilities infrastructure installations.

The principal challenges of a masterplan for this site include:

- Linking the different parts of the community together successfully, while limiting negative impacts on existing residents who currently enjoy open landscape views and a lack of neighbours
- Accommodating the existing utilities infrastructure installations (pumping stations and substations) within the layout
- How to address the drainage ditches and dyke around Brooklands, creating green space which can accommodate sustainable drainage features while being an attractive, safe and functional environment for residents to enjoy.
- Surface water drainage and attenuation will be a key challenge as the soil conditions do not allow for the use of soakaways - so attenuation features should be designed in from the start
- Accommodating parking at a reasonable level without creating a parking-dominated environment

The indicative masterplan has been developed to accommodate the following brief and assumptions:

- Flood defences will not be upgraded prior to the implementation of the masterplan through a planning application, so development must include non-habitable ground floor space.
- Space to be provided for uses that address identified infrastructure and service deficits locally, including early years provision, GP surgery/healthcare hub, supermarket, community library as well as open space including allotments
- Mix of housing types and sizes to meet the needs of residents to be rehoused from substandard properties while generating a balanced community with housing for single people, couples, families, elderly residents and those requiring adapted dwellings (M4(3) homes). Housing to be at least 50% affordable in



Fig. 75. Indicative masterplan

- line with the objective of rehousing residents of substandard housing, most of whom are in receipt of Local Housing Allowance
- Open space to be a minimum of 10% of site area in accordance with Local Plan policy.
  - Masterplan to work around the workspace and covered market project which is currently on site, although it is envisaged that in the future that facility could be relocated elsewhere and its site redeveloped for more intensive, higher value uses when values improve as a result of the wider regeneraiton.

This brief is oriented to providing regeneration benefits to Jaywick

Sands. It presents both challenges from a viability perspective and also opportunities to create a mix of uses including space for social infrastructure which can offer real benefits to the community of Jaywick Sands.

Area of development sites:

North of Lotus Way: 48,774m<sup>2</sup> / 4.88ha  
South of Lotus Way: 17,336m<sup>2</sup> / 1.73ha

Total: 66,110m<sup>2</sup> / 6.61ha



9.1. Outline masterplan concept and layout



- 1. 'Green link' with connection to Local Wildlife Site
- 2. Open space including allotments at the heart of the community
- 3. New pedestrian and cycle link into the Village area, increasing permeability
- 4. Retain existing attenuation pond as focus for new housing at the eastern end of the site
- 5. All streets to be a 'home zone' / 'Woonerf' design to slow vehicle movement o walking pace and creating space for informal on-street play and recreation
- 6. Small plot pattern creating characteristically 'Jaywick' development form on a more generous scale
- 7. Short 'closes' of semi-detached and detached homes encourages neighbourliness - ending in views to the open landscape in a similar way to existing Jaywick streets
- 8. New 'village centre' with apartments above E class and other uses (supermarket, healthcare, early years) which use the requirement for non-habitable ground floor space effectively
- 9. Village 'square' as a sheltered and welcoming social space
- 10. Parking for non-residential uses - using vehicle access point created as part of workspace development currently in construction.

The indicative masterplan takes a context-led approach to create a scale, form and typology of development which would be appropriate for Jaywick Sands and enhance what is positive and distinctive about its character.

Working with the existing landscape features - the banks, drainage ditches and ponds that are so functionally important, as well as part of the unique character of this part of Jaywick,the siting and function of new public open space is used as a way to link the different parts of the community together. The masterplan also

seeks to create visual and walking links out to the wider area. It is envisaged that Tudor Fields, which is also owned by Tendring Council, would be the site for biodiversity enhancement as well as increased public access to capitalise on its already recognised status as a Local Wildlife Site.

A new village centre is created between Brooklands and the Village, building on the activity already taking place with the workspace and covered market project. In this area, the non-habitable ground floor space is ideal for creating a mixed-use

and vibrant centre with three-storey buildings accommodating apartments above active ground floor uses to create density and activity.

On the north side of Lotus Way, the small plot, gridded pattern of Jaywick is extended while expanding the plot dimensions to accommodate more generously sized homes and gardens. Here the predominant typology would be semi-detached homes with garage, home office and ancillary utility space at ground floor level.



9.2 Housing typology A: 3 storey houses (non habitable ground floor)



This typology uses the ground floor space below the design flood datum for non-habitable uses linked to the home above - for example, garage, utility/storage space, home office. This creates homes that are well tailored to a coastal/rural lifestyle with space for cycles, paddleboards, etc. Any home office use would need to be strictly regulated and controlled to ensure that it did not become used as habitable space over time.

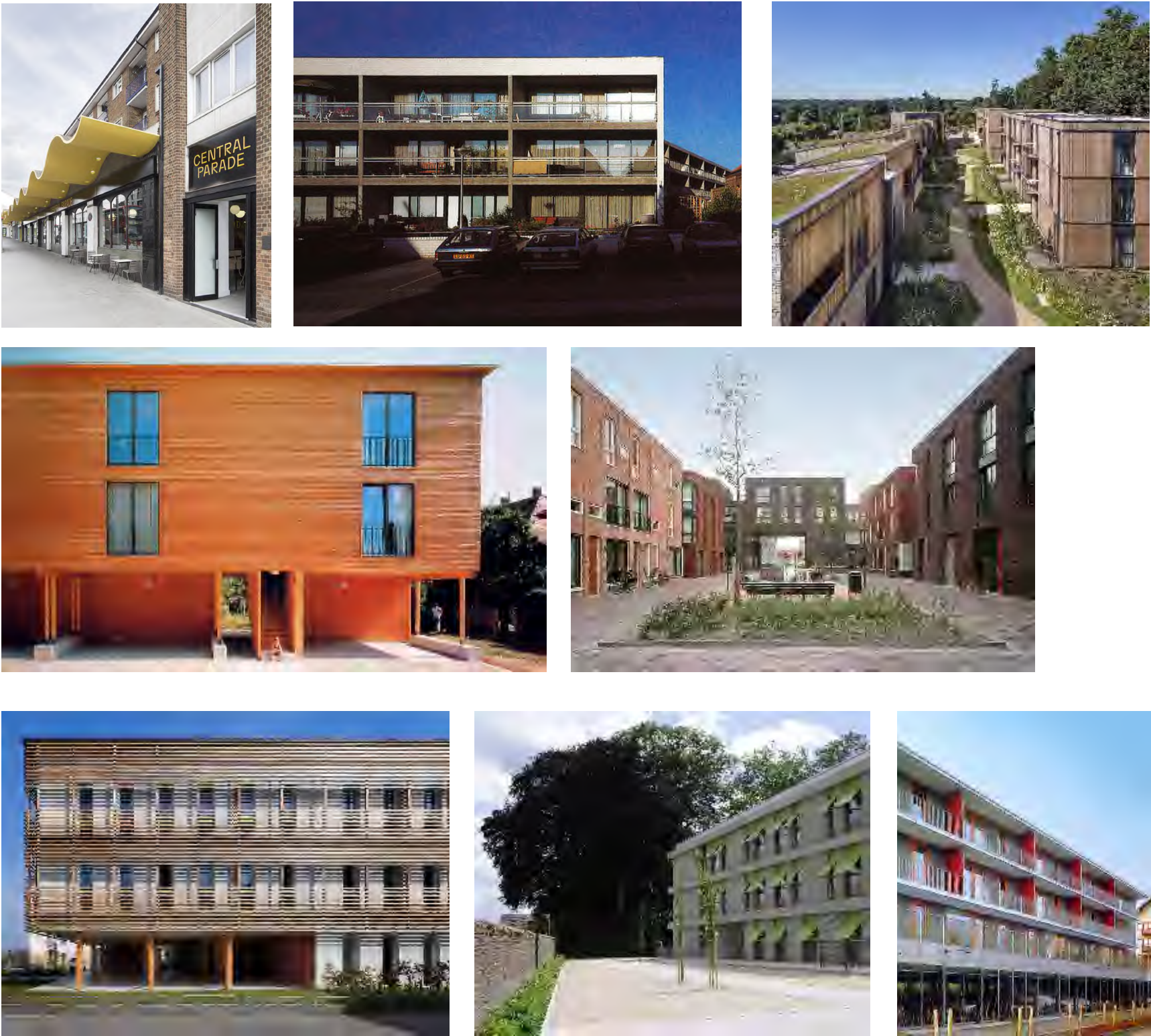
Semi-detached typologies (and 'link attached) homes are more cost effective to build than detached homes, due to a lower ratio of external wall, while offering many of the advantages of a detached home such as access to rear gardens without going through the interior of the home itself. Short terraces (4-8 homes) could also be a useful typology for Jaywick Sands and are more efficient still.

'Chalet style' gable-fronted designs would build on the typical characteristics of Jaywick Sands while bringing a contemporary inflection. The characteristic variety in housing design in the area can be achieved through using a range of pattern book designs as well as through custom-and self-build for which Jaywick may be a good location.





9.3 Housing typology B: 3 storey apartment buildings (non habitable ground floor)



This typology comprises apartments on two floors above ground floor non-residential uses.

In the central part of the site where a focus for commercial and social activity is to be created, ground floor uses would be mainly E-class uses including local shops/supermarket, community facilities such as early years provision, GP/healthcare, library, alongside business units/workspace to let.

On the edges and on the north and west of Lotus Way, ground floor uses could include some garaging/parking as well as communal facilities for building residents such as shared laundry facilities, co-working, event space/party room, storage and utilities such as refuse stores and cycle parking.

Designs aim to create activity at ground floor level without being dominated by garaging. Apartments above would be designed with balconies and shared communal garden/courtyard space would be provided at ground level. Roofs should be used for photovoltaic panels as part of lowering carbon emissions.



9.4 Streets and open spaces

Streets and spaces would be designed to create a people-centred environment with an active public realm incorporating formal and informal opportunities for play and recreation.

Streets would be designed to 'Woonerf' (living streets) principles in order to slow vehicle speeds down and encourage walking, cycling and use of the public realm.

The central 'square' would be designed as a multifunctional hard landscape space activated through the active frontages of the ground floor commercial and community uses.

Green spaces would be designed as multi-functional and mutli-generational spaces for formal and informal play, sport and recreation. As allotments are a current deficit and as the existing Dig for Jaywick programme is successful, an area for potential allotments has been identified.

All streets and open spaces would be designed with integrated SuDS features.





9.5 Amount and mix of housing and non-residential uses



Parcel	No of homes
A	25
B	16
C	4
D	7
E	8
F	8
G	15
H	24
J	6
K	21
L	30
M	58
Total	222

Non-residential floorspace below houses to be garage/carport/utility/home office space.

50% of non-residential floorspace below apartments to be used for parking and communal shared facilities for residents.

Remaning non-residential floorspace to be E class and community uses to meet masterplan brief and address local infrastructure deficits

Notional non-residential uses:		
Supermarket (assume mid size Tesco Express or similar)	400m2	
Early years nursery (assume 24 place)	180m2	
GP surgery/ healthcare hub (6 consulting rooms+ ancillary)	510m2	
Library (assume similar to Golf Green Hall)	150m2	
E class units (commercial/social enterprise)	482m2	
Total	1,722m2	

	1b2p flat (50m2 GIA)	2b2p flat (70m2 GIA)	2b2p house (80m2 GIA)	3b6p house (110m2 GIA)	4b8p house (130m2 GIA)
Quantity	42	52	36	56	36
		88			
% of total units	19%	40%		25%	16%
Target mix (blended across tenure)	20%	40%		25%	15%

Dwellings per hectare (gross site area): 34

Dwellings per hectare (site area net of public open space, inclusive of roads and private open space): 43

Bedspaces per hectare (gross): 160

	Apartment buildings			Houses		
	Large	Medium	Small	2 bed	3 bed	4 bed
Quantity	2	6	1	36	56	36
GIA (residential spec space)	984m2	744m2	456m2	80m2	110m2	130m2
GIA (non-residential spec space)	492m2	372m2	228m2	40m2	55m2	65m2
GEA (residential spec space)	1,060m2	808m2	506m2	95m2	128m2	149m2
GEA (non residential spec space)	530m2	404m2	253m2	47m2	64m2	75m2
Total GEA per building type	3,180m2	7,273m2	759m2	5,127m2	10,720m2	8,067m2

9.6 Open space and streets



A - public green open space	424m2
B - public green open space (inc. allotments)	6,118m2
C - public open green space	3,759m2
D - public open green space	2,008m2
E - public square (area includes parking and access route)	2,479m2
F - public landscaped car parking (additional to provision currently being delivered as part of market scheme)	1,952m2
G - communal open green space (residents only?)	2,379m2
Total open green space	12,680m2 / 1.27ha
Total public hard landscape (not including car park)	2,479m2 / 0.25ha

Public open space as % of gross site area: 23%

Roads: 1128 linear metres, 6m wide



# 10. Redevelopment of plots within existing street pattern



Tendring Council currently own a total of 8 single plots and 5 parcels of multiple plots, including side-by-side double plots, two plots back-to-back, and a group of plots including the former Mermaid site on Brooklands Gardens.

The single plots in the Council's ownership are currently undevelopable, due to being single plots with no existing occupied home which would be replaced. Therefore the 'betterment' design code does not apply and any homes on these plots would need to have non-habitable ground floor space. Due to the small plot size, meeting the required standards for ensuring adequate neighbour amenity, daylight and sunlight, internal and external space standards is not possible on a single plot with non-habitable ground floor space.

A number of double plots are owned by the Council alongside the small strip of properties off Brooklands. The capacity of these plots in total is likely to be a maximum of 8 homes.

## Options for purchase of additional plots

### 1. Purchase of consolidated parcels owned by others

Four parcels, each comprising several adjacent plots, have been acquired by a private developer who has gained planning consent for apartment buildings on the sites. These consents are for development which, if implemented would cause significant issues with overlooking and loss of daylight and sunlight to neighbouring homes due to the scale and massing. The proposals are also non-compliant with standards in the Tendring Local Plan and the Essex Design Guide.

The Council could opt to purchase these parcels and develop a smaller number of compliant and good quality homes on them. It is likely that a high value would be sought by the current owner as the plots already have consent for a total of 47 1-bedroom flats. If developed to compliant designs with no unacceptable neighbour impacts, the sites would yield a capacity of 10 homes in total.

### 2. Purchase of vacant plots adjacent to plots already owned by Tendring Council

5 single plots and 2 double plots are currently vacant and adjoin plots already owned by the Council. Costs of purchase of vacant plots is relatively low. If purchased, these would increase the capacity of sites in Council ownership by around 6 homes.

### 3. Purchase of occupied homes adjacent to plots already owned by TDC

7 single plots and 1 double plot could be purchased adjoining single plots owned by TDC that are currently undevelopable. These would 'unlock' the current holdings and development on the combined plots would also fall under betterment design standards which are more economic to build, although the plots would be more expensive to purchase as they have homes on them. 8 homes could be delivered through this approach.



# 10.1 Design strategies for redevelopment of plots

In line with the emerging Jaywick Sands Design Guide, plots would be developed with detached and semi-detached housing meeting the required standards for design, internal and external space standards, flood safety, and parking. Homes would have non-habitable ground floor space, although on plots where existing homes would be replaced, the replacement dwellings could be built with habitable ground floor space so long as betterment from the existing condition could be demonstrated, in line with the emerging Design Guide.

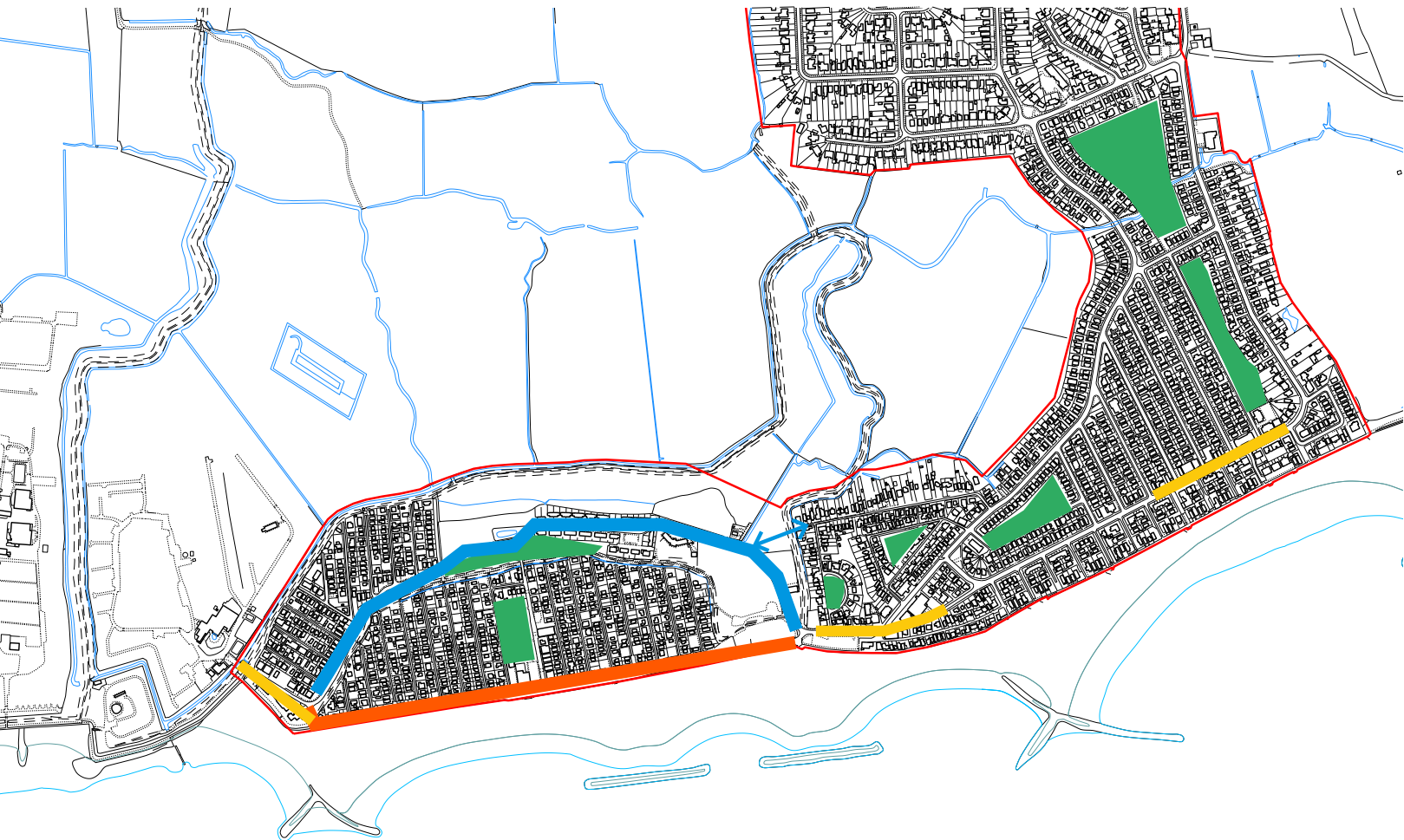
On-plot redevelopment also presents good opportunities for self- and custom-build homes following a design code that will ensure good design quality and a coherent sense of place.

This page shows examples of house designs that would be suitable for new homes on existing plots.





# 11. Public realm projects and other 'quick wins'



- Convert Brooklands to one-way street (public realm improvement, health and wellbeing, crime and ASB)
- Meanwhile projects / shopfront improvements in commercial units (Broadway, Tamarisk Way, far end of Brooklands)
- Improvements to existing green spaces (making more functional, ecologically diverse, attractive and climate resilient/low maintenance)
- Landscaping along Lotus Way (tree planting, cycleway, traffic calming, SuDS) - link to Pedal Power improvements



Example of calmed one-way street incorporating footway, carriageway and limited off-street parking

The public realm projects and 'quick wins' have not been developed in detail at this stage but consist of projects identified to address existing issues around safety and quality of the public realm, encouraging active travel and supporting the local economy.

## Brooklands and Lotus Way improvements

Currently Brooklands is a two-way unadopted street with a one-way bus route along it. It is in poor condition and lacks any pavement on either side of the street, despite being a primary route for walking and cycling along the seafront, and giving access to the beach. The width of the street lends itself to redesign as a one-way street with traffic calming measures to make it a low-speed route, while a limited amount of on-street parking could be

sympathetically included to address the lack of parking for homes along the street.

Lotus Way is a well-maintained street but relatively high-speed along some of its length, and also not welcoming or attractive as a walking and cycling environment. Tree planting, traffic calming and the introduction of SuDS would make it a more pleasant environment, encouraging walking and cycling and making it feel safer for residents.

## Commercial unit projects

Projects to revitalise disused and under-used shopfront units along Broadway could include meanwhile projects as short term lets to

community organisations and small businesses; physical shopfront upgrades to make units more attractive to potential tenants; and permanent conversion to uses that meet identified deficits for local services and social infrastructure in the community.

## Improvements to existing green spaces

Existing green spaces are a vital part of Jaywick Sands but are currently under-utilised as they do not include features and facilities that encourage active uses. Introducing tree planting, natural play, seating, community garden elements and lighting would make these spaces more welcoming and attractive for residents.










# 12. Potential culmulative scenario



Elements of the scenarios above could be combined to form a holistic masterplan approach which can deliver a thriving and sustainable community. This diagram shows the potential impact of regeneration in Jaywick Sands over the long-term, achieved through a combination of approaches.

Delivery of regeneration in Jaywick Sands will require sustained partnership working and is contingent on a design solution for flood defences that enhances the built environment and allows continued access to the beach. At present the approach to improving flood defences, and the standard of protection that may be provided, is not known.

-  New mixed use village centre - a hub for residents and visitors alike, with retail, leisure and community facilities, market space and business units
-  Existing shops and services supported, vacant units brought back into business and community uses
-  Revitalised beachfront with leisure and tourism facilities, high quality homes and holiday accommodation, and renewed public realm
-  New housing development structured around a flood resilient, landscape-led layout
-  Existing homes replaced over time to new flood resilient design code
-  Enhanced Local Wildlife Site offering public access to ecologically rich natural landscape
-  New walking and cycling connections linking existing street network
-  Views and walking links connecting the beach and meadow landscapes



### 13. Design of seafront flood defence structures

The aspect of Jaywick Sands which holds most potential to transform its economy, and which makes the place special and desirable despite its current challenges, is the extraordinary beach front position. The quality and character of the beach is a key asset, but raising sea defences presents the risk that the community will become completely visually and physically detached from the sea, and that this would further depress values in the area, negating the economic benefit that would usually follow from the assurance of protection against flooding.

The Environment Agency are currently undertaking modelling and design options appraisals for improved flood defences along the Clacton to St Osyth seafront, which includes Jaywick Sands. While this study has not yet been completed or shared with the Place Plan team, our own estimates show that, to provide a 0.5% AEP standard of protection for a 100 year climate change scenario, defences may need to be at least 1.5-2m above the height of the current sea wall if a basic sea wall design approach is taken.

In Brooklands, at present ground floor rooms do not get a sea view due to the height of the existing wall, but raised defence levels mean that even first floor windows may not have a sea view. In the Village, where the beachfront promenade is a pedestrian only path and is raised above the street level of Broadway, first floor windows are likely to be able to see the sea, but ground floor rooms, which at present enjoy a sea view, will not. This would blight and depress seafront values as well as creating a narrow and unwelcoming seafront route. Access to the beach over any raised sea wall would also become very challenging.

The Place Plan team have explored a range of potential design options that would retain and enhance the beach as an asset to Jaywick Sands while also providing a high standard of protection well into the future. These have been developed without detailed engineering to illustrate outline concepts and approaches that have been successful elsewhere and could create value long-term. All scenarios have substantial challenges and are likely to be significantly more costly than a basic sea wall and revetment solution.

As sea level rise will continue indefinitely, the design solution that is eventually selected needs to allow for continued improvement long into the future.

When up exceeds the defence crest level, water will pass over the crest and inundate the shore.

Figure J-2: Components of sea-level variation that lead to typical coastal flooding

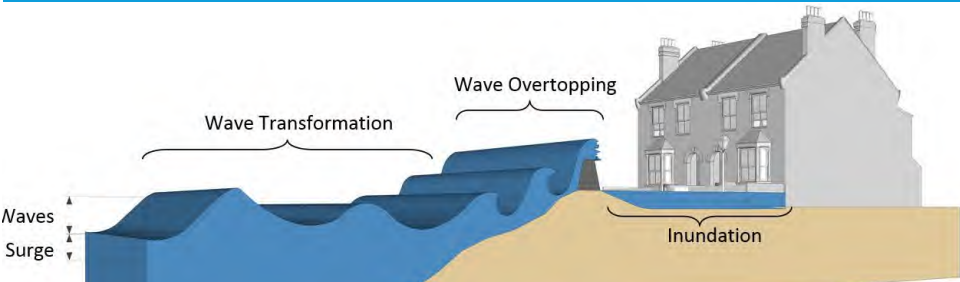


Fig. 76. Extract from 2015 Jaywick Sands Strategic Flood Risk Assessment showing how wave overtopping occurs against a sea wall.

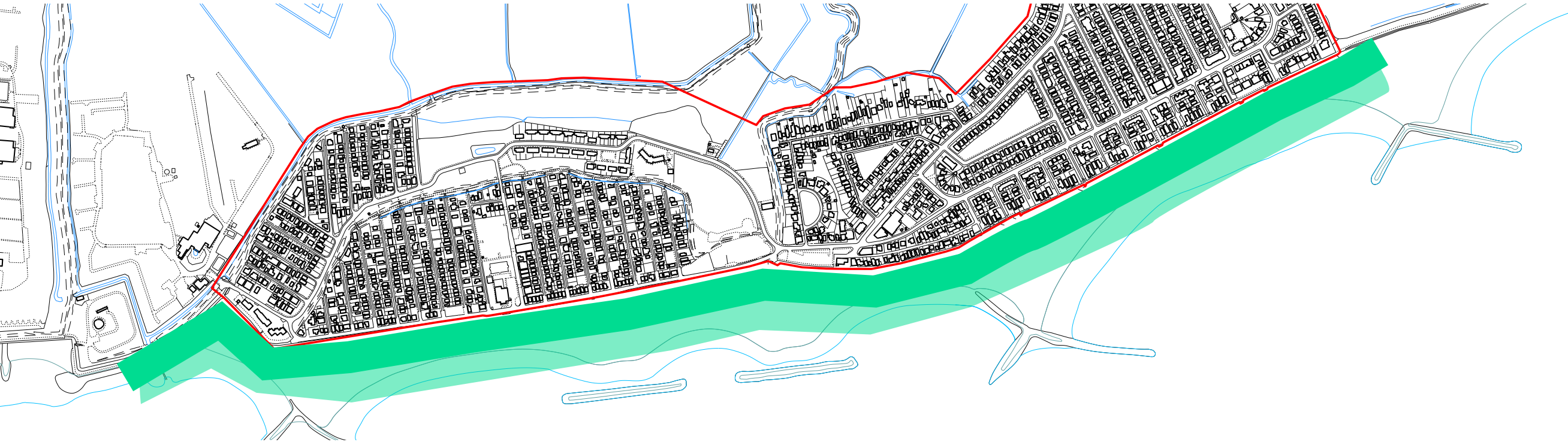


Fig. 77. Diagrams illustrating likely visual impact of a sea wall which defends to 100 years climate change, i.e. makes new development flood safe for its lifespan. Above: The Village seafront. Below: Brooklands seafront





13.1 Scenario A: create new embankment on beach



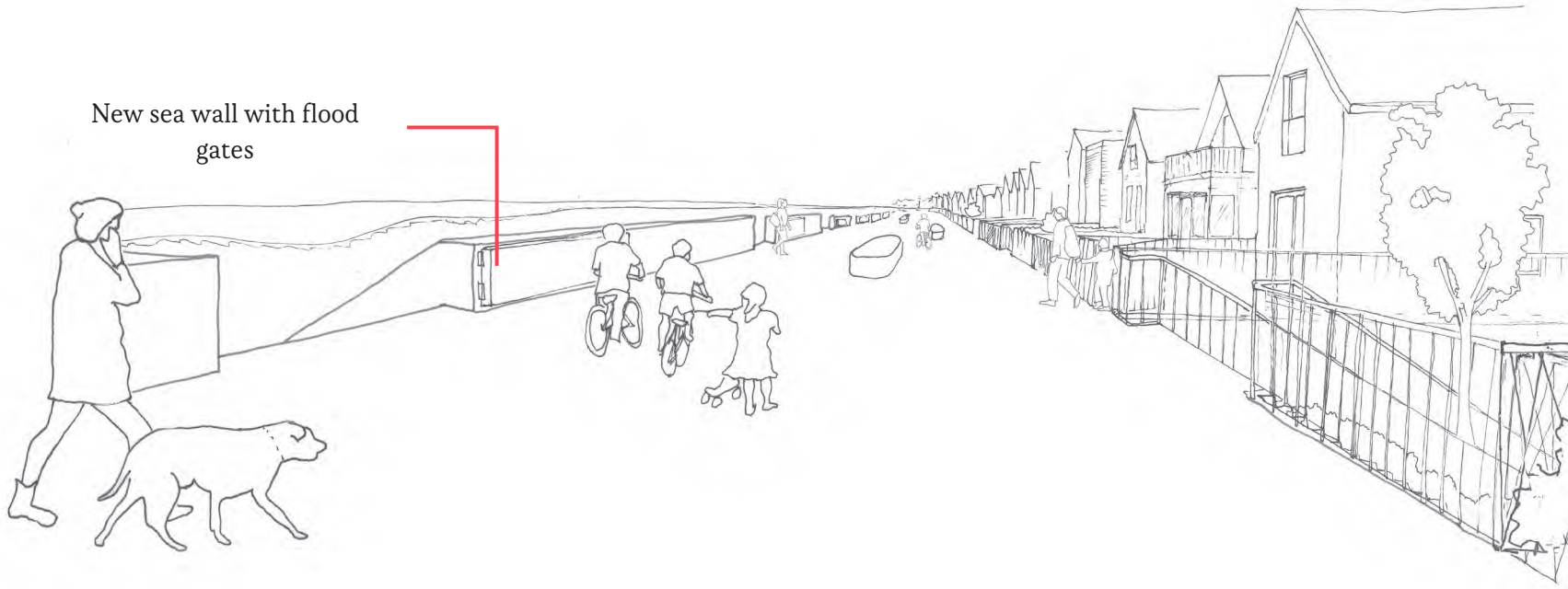
- A shallow sloped embankment would reduce wave run-up and therefore the overall height of flood defences would decrease.
- This would involve a large land take (c. 30-50m) on the seaward side and protection against erosion - additional sea groynes or similar
- A shallow sloped embankment would represent a landscape shaping approach and would not affect the existing properties in Jaywick Sands, but it would still block direct views of the beach from the ground floor of homes, and present a distancing effect in terms of the sense of physical connection to the beach.
- It would mean that tourists or watersports enthusiasts would need to walk further through or over the embankment in order to reach the sea.



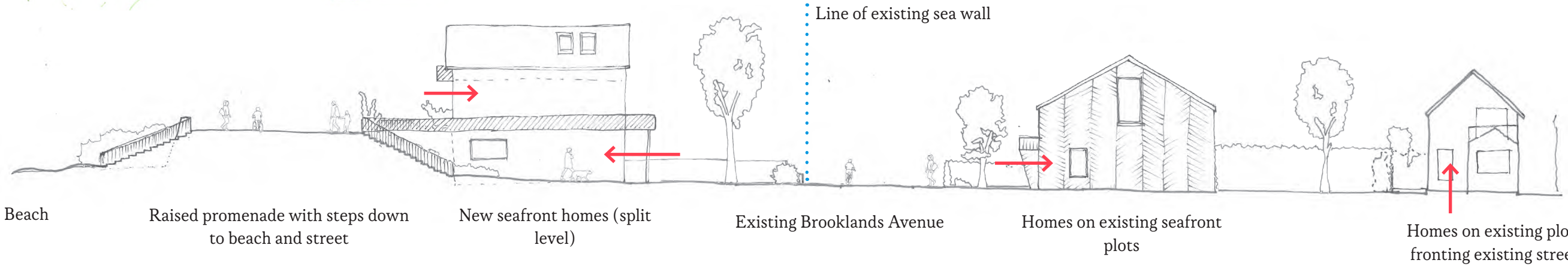


13.2 Scenario B: Create raised promenade behind new sea wall

- A new raised promenade could be constructed, incorporating the height required for flood defence, to the south of the existing sea wall.
- This would involve converting some of the existing beach into the 'built-up area' but would not require homes on existing plots to be redeveloped as a precondition.
- The existing sea wall could be retained in situ until the new promenade was complete
- The new promenade would be accessed via steps and ramps on both sides and create an opportunity for new seafront homes enjoying panoramic south facing beach views
- It would create the opportunity for leisure and seafront activity while defending existing homes
- Consideration of the geological SSSI status of the beach would be required



View looking down raised promenade





13.3 Scenario B alternative: site assembly to avoid beach reclaim

- If 'reclaiming' the beach was not viable or feasible, the raised promenade approach could be delivered through purchase / CPO of seafront strip.
- No SSSI issues would be created but the existing sea wall would need to be demolished in order for this scenario to be delivered.
- This would involve the purchase of c. 280 plots for Brooklands
- Extending this approach to the Village would also require site assembly.



View from existing streets to new raised promenade

