



## CABINET

<b>DATE:</b>	<b>Friday, 19 July 2019</b>
<b>TIME:</b>	<b>10.30 am</b>
<b>VENUE:</b>	<b>Essex Hall, Town Hall, Clacton-on-Sea, CO15 1SE</b>

### MEMBERSHIP:

Councillor Stock OBE	- Leader of the Council
Councillor Broderick	- Portfolio Holder for Independent Living
Councillor C Guglielmi	- Portfolio Holder for Corporate Finance and Governance & Deputy Leader of the Council
Councillor P Honeywood	- Portfolio Holder for Housing
Councillor McWilliams	- Portfolio Holder for Partnerships
Councillor Newton	- Portfolio Holder for Business and Economic Growth
Councillor Porter	- Portfolio Holder for Leisure and Tourism
Councillor Talbot	- Portfolio Holder for Environment and Public Space

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**For further details and general enquiries about this meeting, contact Keith Simmons on 01255 686580.**

**DATE OF PUBLICATION: THURSDAY, 11 JULY, 2019**

## AGENDA

### 1 **Apologies for Absence**

The Cabinet is asked to note any apologies for absence received from Members.

### 2 **Minutes of the Last Meeting (Pages 1 - 8)**

To confirm and sign the minutes of the last meeting of the Cabinet held on Friday 14 June 2019.

### 3 **Declarations of Interest**

Councillors are invited to declare any Disclosable Pecuniary Interests or Personal Interest, and the nature of it, in relation to any item on the agenda.

### 4 **Announcements by the Leader of the Council**

The Cabinet is asked to note any announcements made by the Leader of the Council.

### 5 **Announcements by Cabinet Members**

The Cabinet is asked to note any announcements made by Members of the Cabinet.

### 6 **Matters Referred to the Cabinet by the Council**

There are none on this occasion.

### 7 **Matters Referred to the Cabinet by a Committee**

There are none on this occasion.

### 8 **Leader of the Council's Items**

There are none on this occasion.

### 9 **Cabinet Members' Items - Report of the Business and Economic Growth Portfolio Holder - A.1 - Dovercourt Town Centre Masterplan (Pages 9 - 106)**

To seek Cabinet's approval of the Dovercourt Town Centre Masterplan (Dovercourt Rediscovered) and its agreement to progress the development and delivery of a number of projects. The report presents a vision for the future of Dovercourt and a range of interventions which will support revitalisation of the town centre.

### 10 **Cabinet Members' Items - Joint Report of the Corporate Finance & Governance and Leisure & Tourism Portfolio Holders - A.2 - Clacton Leisure Centre Refurbishment (Pages 107 - 112)**

Subject to the approval of a business case scheduled for consideration by Cabinet in August 2019, to request budgetary provision to fund asset improvement works to the swimming pool changing rooms and health suite areas at Clacton Leisure Centre, as the first phase of a wider strategy for the Council's Sports Facilities.

**11 Cabinet Members' Items - Report of the Housing Portfolio Holder - A.3 - Draft Housing Strategy 2019 - 2024 "Delivering Homes To Meet The Needs Of Local People" (Pages 113 - 140)**

To present the draft Housing Strategy 2019-2014 and seek approval to go out to public consultation.

**12 Cabinet Members' Items - Report of the Corporate Finance and Governance Portfolio Holder - A.4 - Outturn 2018/19 and the Proposed Allocation of the General Fund Variance for the Year (Pages 141 - 146)**

To seek approval of the allocation of the overall 2018/19 General Fund revenue variance.

**13 Cabinet Members' Items - Report of the Corporate Finance and Governance Portfolio Holder - A.5 - Treasury Management Performance 2018/19 (Pages 147 - 158)**

To report on the Council's treasury management activities and Prudential Indicators for 2018/19.

**14 Management Team Items - Report of the Deputy Chief Executive - A.6 - Priorities and Projects 2019/20 and a new Corporate Plan (Pages 159 - 168)**

To seek approval of the Cabinet's key priorities and projects for 2019 and to commence the process of preparing a new Corporate Plan for the period 2020-2024.

**Date of the Next Scheduled Meeting**

*The next scheduled meeting of the Cabinet is to be held in the Town Hall, Station Road, Clacton-on-Sea, CO15 1SE at 10.30 am on Friday, 9 August 2019.*

# Information for Visitors

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**MINUTES OF THE MEETING OF THE CABINET,  
HELD ON FRIDAY, 14TH JUNE, 2019 AT 10.30 AM  
ESSEX HALL - TOWN HALL, STATION ROAD, CLACTON-ON-SEA, CO15 1SE**

**Present:** Councillors Neil Stock OBE (Leader of the Council)(Chairman), Joy Broderick (Portfolio Holder for Independent Living), Carlo Guglielmi (Deputy Leader of the Council & Portfolio Holder for Corporate Finance and Governance), Paul Honeywood (Portfolio Holder for Housing), Lynda McWilliams (Portfolio Holder for Partnerships), Alex Porter (Portfolio Holder for Leisure and Tourism) and Michael Talbot (Portfolio Holder for Environment and Public Space)

**Group Leaders Present by Invitation:**

Councillors Jayne Chapman (Leader of the Independent Group), Ivan Henderson (Leader of the Labour Group)(except items 10 (part) - 12), Gary Scott (Leader of the Liberal Democrats Group) and Mark Stephenson (Leader of the Tendring Independents Group)(except items 9 – 12)

**Also Present:** Councillor Michael Bush (except items 9 – 12)

**In Attendance:** Ian Davidson (Chief Executive), Ewan Green (Corporate Director (Planning and Regeneration)), Keith Simmons (Head of Democratic Services and Elections), Richard Barrett (Head of Finance, Revenues and Benefits Services & Section 151 Officer), Anastasia Simpson (Head of People, Performance and Projects), Andy White (Head of Property Services), Mark Westall (Head of Customer and Commercial Services), Ian Ford (Committee Services Manager & Deputy Monitoring Officer) and Debianné Messenger (Work Based Learning Manager)

**1. APOLOGIES FOR ABSENCE**

Apologies for absence were submitted on behalf of Councillor Newton (Portfolio Holder for Business and Economic Growth) and Councillor Allen (Leader of the Tendring First Group).

**2. MINUTES OF THE LAST MEETING**

It was **RESOLVED** that the Minutes of the meeting of the Cabinet held on Friday 8 March 2019 be approved as a correct record and signed by the Chairman.

**3. DECLARATIONS OF INTEREST**

There were no declarations of interest made at this time.

**4. ANNOUNCEMENTS BY THE LEADER OF THE COUNCIL**

“Green Issues”

The Leader of the Council (Councillor Stock OBE) referred to a leaflet that had been circulated prior to the commencement of the meeting by a representative of Extinction Rebellion. Councillor Stock informed Members that he had taken “Green Issues” under his portfolio and that he would seek to find ways in which the Council could promote “Green Industry” further. He referred to the solar farms, wind turbines and introduction of electric car charging points within car parks as examples of “green” activity within the District.

Councillor Stock stated that he had an “open mind” on this matter and he called for members and the public to submit their ideas to him.

#### New Corporate Plan for the Council

Councillor Stock read out the following statement:-

*“As we are at the beginning of a new Council and with a new Cabinet this is the right time to review our priorities and to prepare a new Corporate Plan.*

*The current Plan runs to 2020 but now is the time to revisit it and to set out a new Plan for a new Council.*

*It is the Council’s responsibility to agree the Corporate Plan and it is Cabinet’s job to set out a proposed plan so that is an early job for us to do.*

*Our draft proposals will be put to both of the Overview and Scrutiny Committees for comment and we will have regard to those comments when finalizing our recommendations to the Full Council.*

*That level of transparency and scrutiny will take some time but it is the right thing to do to make sure we end up with a robust plan which will be adopted by the Council and will guide our work over the coming four years.*

*I am therefore announcing that I have asked officers to bring forward a report to the next meeting of the Cabinet to start the process off.”*

#### Change of Date – July Meeting of the Cabinet

Councillor Stock informed Members that he was changing the date of the July formal Cabinet meeting. That meeting would now be held on Friday 19 July and not 12 July 2019 as previously notified to Members.

### **5. ANNOUNCEMENTS BY CABINET MEMBERS**

#### Water Safety Event

The Portfolio Holder for Partnerships (Councillor McWilliams) informed Members that a Water Safety Event for Children would be held at Clacton Pier between 14 – 24<sup>th</sup> June at Clacton Pier and she encouraged Members to pay a visit.

### **6. MATTERS REFERRED TO THE CABINET BY THE COUNCIL**

There were none on this occasion.

7. **MATTERS REFERRED TO THE CABINET BY A COMMITTEE - REFERENCE FROM THE COMMUNITY LEADERSHIP OVERVIEW & SCRUTINY COMMITTEE - A.1 - PERFORMANCE REPORT 2018/2019 THIRD QUARTER**

Cabinet was aware that the Community Leadership Overview and Scrutiny Committee at its meeting held on 25 February 2019 (Minute 44 referred), had considered a report of the Deputy Chief Executive which had presented the Performance Report for Quarter Three (October to December 2019), including the Corporate Plan and Priorities and Projects 2018/19.

Having considered and discussed the information provided the Community Leadership Overview and Scrutiny Committee had:-

*“RESOLVED (a) that this Committee recommends to Cabinet that this Council should maximise every opportunity to promote and market the Tendring District Council ‘brand’ at sports and leisure events and activities held within the District; and*

*(b) the contents of the report be noted.”*

Cabinet had before it the response of the Leisure and Tourism Portfolio Holder to the recommendation of the Community Leadership Overview and Scrutiny Committee as follows:-

*“I would like to thank the Committee for its recommendation and I can confirm that where this is practical and feasible such promotion does and will continue to take place.”*

Having considered the response of the Leisure and Tourism Portfolio Holder to the recommendation of the Community Leadership Overview and Scrutiny Committee:-

It was moved by Councillor Porter, seconded by Councillor McWilliams and:-

**RESOLVED** that Cabinet notes the Community Leadership Overview and Scrutiny Committee’s recommendation and endorses the Portfolio Holder’s response thereto.

8. **MATTERS REFERRED TO THE CABINET BY A COMMITTEE - REFERENCE FROM THE RESOURCES AND SERVICES OVERVIEW & SCRUTINY COMMITTEE - A.2 - FINANCIAL PERFORMANCE REPORT - IN-YEAR PERFORMANCE AGAINST THE BUDGET AT THE END OF DECEMBER 2018 AND LONG TERM FINANCIAL FORECAST UPDATE**

Cabinet was aware that the Resources and Services Overview and Scrutiny Committee at its meeting held on 18 March 2019 (Minute 67 referred), had considered a report of the Deputy Chief Executive which had presented an overview of the Council’s actual financial position against the budget as at the end of December 2018 and which also presented an updated forecast on an on-going basis as part of developing the budget for 2019/20 and beyond.

Having considered and discussed the information provided the Resources and Services Overview and Scrutiny Committee had:-

*“RESOLVED that this Committee recommends to Cabinet that –*

- (1) *the uncommitted grant income of £98,000 received from the Government as New Burdens funding be allocated to meet the rising costs of the homelessness service;*
- (2) *the Housing Portfolio Holder be urged to direct his Officers to demolish the former Honeycroft sheltered housing scheme building as a matter of urgency in view of the ongoing costs to this Council such as Council Tax on empty properties;*
- (3) *the previously carried feasibility studies be revisited in order to investigate the potential of the former Spendells sheltered housing scheme building being used for the homeless as a temporary alternative housing provision to bed and breakfast accommodation.”*

Cabinet had before it the responses of the Housing Portfolio Holder to the recommendations of the Resources and Services Overview and Scrutiny Committee as follows:-

*“I would like to thank the Committee for its recommendation [number (1)] which I am happy to accept;*

*I would like to thank the Committee for its recommendation [number (2)] and I can advise the Committee that officers are in the process of recruiting a surveyor to organise the demolition of this building in conjunction with the demolition of another large building in order to maximise value for money. Due to the complexity of the demolition it has not been possible to organise this within existing resources and the initial recruitment process was not successful. The new post holder will also be responsible for some new build projects following the recent retirement of the Building and Structures Manager; and*

*I would like to thank the Committee for its recommendation [number (3)] and I can confirm that this is one of the options being considered alongside a parallel proposal from a partner agency which would like to lease the building for housing purposes.”*

Having considered the responses of the Housing Portfolio Holder to the recommendations submitted by the Resources and Services Overview and Scrutiny Committee:-

It was moved by Councillor G V Guglielmi, seconded by Councillor P B Honeywood and:-

**RESOLVED** that Cabinet notes the Resources and Services Overview and Scrutiny Committee’s recommendations and endorses the responses of the Housing Portfolio Holder thereto.

## **9. LEADER OF THE COUNCIL'S ITEMS**

There were no such items on this occasion.

## **10. CABINET MEMBERS' ITEMS - REPORT OF THE CORPORATE FINANCE & GOVERNANCE PORTFOLIO HOLDER - A.3 - PERFORMANCE REPORT JANUARY - MARCH 2019 (QUARTER 4 - OUTTURN)**

The Cabinet gave consideration to a report of the Corporate Finance and Governance Portfolio Holder (A.3) which presented the Performance Reports (2018/19) for the period January – March 2019 (Quarter 4 - Outturn). The Performance Reports (*Resources & Services and Community Leadership*) set out the detailed actions and targets for the delivery of the Council's priorities throughout the year and included both the Corporate Plan and Priorities and Projects 2018/19.

It was reported that of the 18 indicators and projects where performance was measured, the outturn position had demonstrated that 13 (72%) were on, or above, their expected target and 5 (28%) were not in line with the expected performance. Members were aware that the indicators and projects highlighted in the *Community Leadership* report were deemed 'non measurable' as the Council's role was that of 'influence' only.

The Cabinet also received an update on the progress of the "Transforming Tendring" project.

Having considered the information provided in the report and appendices thereto:-

It was moved by Councillor G V Guglielmi, seconded by Councillor McWilliams and:-

**RESOLVED** that the contents of the Performance Reports for the period January - March 2019 (Quarter 4 - Outturn) be noted.

11. **CABINET MEMBERS' ITEMS - REPORT OF CORPORATE FINANCE & GOVERNANCE PORTFOLIO HOLDER - A.4 - UPDATE ON APPRENTICESHIP PROVISION OF CAREER TRACK**

The Cabinet gave consideration to a report of the Corporate Finance and Governance Portfolio Holder (A.4) which provided it with an update on the work of the Council's apprenticeship service Career Track.

Members were informed that Career Track had first been established within Tendring District Council in 1983. Since then it had continuously provided apprenticeship opportunities within the organisation and for other employers. Over the years the nature of the apprenticeships and indeed the very definition of 'what is an apprentice' had changed when central Government priorities and focus had been amended as part of both education and employment policy.

Cabinet was aware that the Council's sustained commitment to the Career Track apprentice scheme had been a central plank of its work to develop a more skilled workforce and to "grow its own" employees of the future.

It was reported however that, following the Government's simultaneous overhaul of apprenticeship delivery rules with the introduction of the national Register of Approved Training Providers alongside the introduction of the Apprenticeship Levy May 2017, and the consequent loss of opportunity to support non levy paying employers with apprenticeships within Tendring there had been an impact on Career Track over the past twelve months. This has resulted in an estimated total loss of £60,000 revenue. Perhaps more importantly and sadly it had meant that many long standing working relationships with small local businesses had now been lost. Local employers who had approached Career Track based on its long established and successful track record had had to be turned away and referred to larger institutions.

Members were made aware that this has also resulted in a dip in apprentice numbers as Career Track had had to identify new levy paying employers who were prepared to choose Career Track as their apprenticeship provider. Tendring Council did not have a large number of levy paying employers within the District. It also took longer to secure a contract with a larger employer. Nonetheless, new employers had come on board and more were joining. As well as supporting Tendring District Council, Career Track now also supported Colchester Borough Council, Maldon District Council, Ellison's Solicitors and Silverton Aggregates. Discussions were ongoing with a number of other employers.

Cabinet was informed that Career Track was currently supporting 24 apprentices within the organisation. 64% of all the apprentices in the Council were with Career Track. It was also supporting 12 apprentices in other organisations. A further eleven apprentices were expected to start soon as advertised apprentice vacancies were filled, with opportunities for 17 apprenticeships in three other organisations being discussed.

Members were advised that in November 2017 Career Track had had an audit visit from the Education and Skills Funding Agency (ESFA), following which no improvement measures had been required. Recent inspection visits from Pearson (the awarding body for qualifications) had also given a 100% report with no improvements required. At the time of writing an Ofsted inspection had not taken place but a monitoring visit was expected at any time during 2019. An invitation to re-apply to continue to provide apprenticeships via the ESFA national Register of Approved Training Providers (RoATP) was imminently due.

Cabinet was informed that specific priorities going forward for Career Track included:-

- (1) increase the number of apprentices to a total of 70 by the end of 2019;
- (2) develop new marketing and promotion materials and strategy and increase digital presence by August 2019;
- (3) prepare for the Ofsted inspection with a target to gain a 'Good' grading by December 2019; and
- (4) Re-apply to ROAPT for continued 'Main Provider' status during June 2019.

Having considered the information provided in the report:-

It was moved by Councillor G V Guglielmi, seconded by Councillor Stock OBE and:-

**RESOLVED** that the work of Career Track, as detailed in the report, be noted.

**12. CABINET MEMBERS' ITEMS - REPORT OF CORPORATE FINANCE & GOVERNANCE PORTFOLIO HOLDER - A.5 - REVIEW OF THE REGISTRATION OF AN ASSET OF COMMUNITY VALUE: ARDLEIGH HALL LEISURE AND SQUASH CLUB**

The Cabinet gave consideration to a report of the Corporate Finance and Governance Portfolio Holder (A.5) which reviewed the listing of Ardleigh Hall Leisure and Squash Club under the Localism Act 2011 and the Assets of Community Value (England) Regulations 2012, following a request for such a review by Ardleigh Hall LLP the owner

of the Ardleigh Hall Squash Club (which is registered with title number EX489331 at HM Land Registry).

It was reported that in January 2015 a valid nomination to register an asset of community value had been received from Ardleigh Parish Council in respect of Ardleigh Hall Leisure and Squash Club, Dedham Road, Ardleigh. Subsequently, in February 2015 Cabinet had resolved to add Ardleigh Hall Squash and Leisure Club to the list of Assets of Community Value, having taken into account the evidence provided that the site met the criteria set out in Section 88 of the Localism Act 2011.

Members were informed that, on 1 February 2018 planning application 16/00878/FUL had been granted for the demolition of all existing buildings forming Ardleigh Hall Leisure and Squash Club and the construction of 7 No. 4 bedroom detached houses and associated garages (the properties) and the diversion of an existing footpath public right of way. The properties were now nearing completion and the owner wished to sell those properties. However, any such attempted sale would trigger a moratorium period as a result of the Asset of Community Value Listing attached to the site and previous buildings which had now been demolished by the owner. The owner had therefore requested a review of the listing asking that their land was now removed from the Asset of Community Value List.

Having carefully considered all of the information contained in the report, including the listed reasons for seeking removal of the designation provided by the owner of the site, the statutory provisions of Sections 88, 91 and 92 of the Localism Act and Schedule 2 of the Local Authorities (Functions and Responsibilities) Regulations 2000 (as amended) and the advice of Officers:-

It was moved by Councillor G V Guglielmi, seconded by Councillor P B Honeywood and:-

**RESOLVED** that Cabinet –

- (a) notes the change in circumstances at the former Ardleigh Hall Squash and Leisure Club since its decision in January 2015;
- (b) agrees that it is not realistic that the original land nominated including the buildings subsequently demolished will further the social well-being or social interests of the local community in the future; and consequently
- (c) concludes that the criteria required in Section 88 Localism Act 2011 is no longer satisfied and therefore authorises that the land be now removed from the List of Assets of Community Value.

The Meeting was declared closed at 11.26 am

**Chairman**

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<b>Key Decision Required:</b>	<b>Yes</b>	<b>In the Forward Plan:</b>	<b>Yes</b>
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## CABINET

19 JULY 2019

### REPORT OF THE BUSINESS AND ECONOMIC GROWTH PORTFOLIO HOLDER

#### A.1 DOVERCOURT TOWN CENTRE MASTERPLAN

(Report prepared by Tom Gardiner)

#### PART 1 – KEY INFORMATION

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

This report seeks Cabinet approval of the Dovercourt Town Centre Masterplan (Dovercourt Rediscovered) and agreement to progress the development and delivery of a number of projects. The report presents a vision for the future of Dovercourt and a range of interventions which will support revitalisation of the town centre.

##### **EXECUTIVE SUMMARY**

Dovercourt Rediscovered (the Masterplan) examines the strengths, weaknesses, opportunities and threats that currently impact Dovercourt town centre, and develops a strategy for the revitalisation of the town. The Plan establishes a strong and positive vision for Dovercourt town centre; seeks to guide and influence future development; and promotes a targeted range of public realm improvements to support the transformation required.

The Masterplan is presented as a prospectus for change and articulates a vision for the regeneration and transformation of Dovercourt as:

*“a thriving town with an attractive High Street, a range of shops and cafes and regular street markets: a town which is proud of its heritage but also able to respond to new opportunities. A town with a high quality public realm and open spaces, stunning beaches and good connections - an attractive place to live, work, shop and visit”.*

A copy of the Dovercourt Town Centre Masterplan is attached at **Appendix A**.

The plan identifies development opportunities and a range of public realm improvements that could help transform the appearance and prosperity of the town. The plan outlines twenty key regeneration projects (the Dovercourt Twenty), that have been specifically proposed to transform the image and quality of the town, with the express purpose of attracting residents and visitors to the centre, thereby reanimating the town; re-establishing its lost vibrancy; and encouraging private sector investment to reverse the downward spiral of decline. The plan demonstrates that there is significant market failure in relation to investment and that the Council has a key leadership role to intervene and address this.

The range of interventions proposed include the redevelopment of sites such as the Milton Road Car Park, addressing derelict Starlings site, the provision of new parking facilities, public realm improvements, shopfront improvements, the reanimation of the station area, and the provision of improved street signage. The ‘Dovercourt Twenty’ also include

proposals to strengthen the management of the town and that of the street market, and also advocates the use of festivals and events to re-establish the vibrancy of the town.

Delivery of the vision requires the Council to take a lead role through the development and delivery of three priority projects that will have a high impact and stimulate further investment:

- Starlings Block Development & Milton Road Car Park Development
- Kingsway South
- Station Plaza

From the above it is intended to bring forward detailed proposals for delivery of the combined Starlings Site and Milton Road Car Park project to Cabinet in September 2019.

The Kingsway South and Station Plaza projects would be developed to a 'shovel ready' stage whereby they would deliverable should funding become available (in particular external grant funding).

Funding for the above is already identified in the Council's budget.

## **RECOMMENDATION(S)**

**It is recommended that Cabinet:**

- a) Approves and adopts the Vision and Masterplan for Dovercourt Town Centre, as set out in the Dovercourt Masterplan Revisited document attached at [A.1 Appendix A](#);
- b) Notes the development opportunities and public realm projects outlined in Section 4 of the Masterplan (the Dovercourt Twenty); and
- c) Agrees that the following Projects be developed with detailed business cases for delivery being reported to Cabinet for approval:
  1. Starlings Block Development & Milton Road Car Park Development
  2. Kingsway Public Realm Improvements
  3. Station Plaza

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

### **DELIVERING PRIORITIES**

The Dovercourt Town Centre Masterplan responds directly to the corporate goals identified within the Council's Corporate Plan and to the objectives of the Council's Economic Development Strategy (EDS). Approval of the Masterplan also accords with the Council's community leadership role.

Specifically the scheme responds to the following Corporate Goals:

#### Health and Housing

- Promote healthier lifestyles and wellbeing
- Deliver a quality living environment
- Local regeneration

#### Employment and Enjoyment

- To support business growth
- To enable better job prospects

- Attractive events programme

Our Priorities and Projects 2018/2019, Corporate Director (Planning and Regeneration)

- Strategy and plan for Harwich and Dovercourt public realm.
- Economic growth

The scheme also responds to the following objectives of the Council's Economic Development Strategy:

- Objective 1: Supporting Tendring's growth locations by intervening in areas where the potential for economic growth is highest and where there is a strong case for intervention particularly (but not exclusively) in Harwich, Clacton and West Tendring.

**FINANCE, OTHER RESOURCES AND RISK**

**Finance and other Resources**

There are no direct financial or other resourcing implications with regard to Cabinet's endorsement of the draft Dovercourt Town Centre Masterplan. In and of itself the document is a prospectus for change, which articulates a vision for the regeneration and transformation of Dovercourt.

Finance and other resourcing issues only become an issue with the further development and then delivery of the project interventions identified.

Given the sums likely to be involved it is evident that the Council will need to prioritise its investment over time set against other corporate priorities, and work with its private and public sector partners in an effort to secure third party support (where this is considered to be appropriate).

As finance and other resources become available (including external grant funding) it is recommended that priority is focussed on those project interventions that are likely to secure the most catalytic and positive transformation of the town centre. That is not to say that some of the smaller/less impactful projects proposed should not be pursued at the same time, as some of these present the opportunity for quick/easy wins that will help demonstrate the Council's determination and commitment to transform Dovercourt town centre.

**Risk**

The successful implementation of the Masterplan is subject to a number of potential risks. These include:

- An inability to successfully engage with, and secure the support of the Council's public, private and voluntary sector partners in pursuing the delivery of the Masterplan's principal recommendations;
- Failure of the Masterplan to secure the regenerative and transformational change envisaged;
- Capacity (financial/human) within the Council to effectively manage the delivery of the Masterplan's principal objectives;
- Reputational damage arising from the Council's inability to deliver the land use, public realm, and urban design objectives identified in the Masterplan; and
- A shift in corporate priorities and policy objectives following political change (national and local).

The Regeneration, Inward Investment, and Growth Team will continue to control and mitigate these risks as part of its administrative and management function and will identify, track, and report on risks in line with the Council's established programme and project management protocols.

It is proposed that the vision, aims and objectives of the Masterplan along with its principal site development and public realm interventions be communicated to staff across the organisation to ensure that the Plan's overarching objectives are recognised and understood as being a corporate priority and to establish how and where each of the Council's Directorates might contribute to delivery.

It is proposed that the Council engage with its principal public, private and voluntary sector partners as well as the Dovercourt community to secure support for the spatial objectives of the Plan as well as its proposed project interventions.

## **LEGAL**

Councils are empowered to promote and build greater economic growth through regeneration projects using subsidiary powers under Section 111 of the Local Government Act 1972 and General Power of Competence under Section 1 of the Localism Act 2011.

The delivery of the individual projects identified will be subject to the future approval of detailed business cases.

## **OTHER IMPLICATIONS**

Consideration has been given to the implications of the proposed recommendation in this report with respect of: Crime and Disorder; Equality and Diversity; Health Inequalities; Area or Ward Affected; Consultation and Public Engagement; and any significant issues are set out below:

Evidence suggests that there is a direct link between economic prosperity and social inequality. The Dovercourt Town Centre Masterplan seeks to improve the economic performance and vitality of the town by creating a more appealing environment through targeted interventions focussed on vacant and rundown sites, and by securing improvements in the quality of the public realm.

### Area or Ward Affected

The Dovercourt Town Centre Masterplan focusses on the Harwich and Kingsway Ward.

### Consultation and Public Engagement

In refreshing the Dovercourt Town Centre Masterplan the Council's professional team undertook two consultation events. These sought to secure the views, thoughts, aspirations and comments of:

- The Council's Cabinet
- Ward Councillors
- The Harwich and Dovercourt Coastal Communities Team
- The Harwich and Dovercourt Tourism Group
- Essex County Council (Localities and Highways Teams)
- The Council's Corporate Team and relevant Heads of Service

## **PART 3 – SUPPORTING INFORMATION**

### **BACKGROUND**

Dovercourt has suffered from the generic decline in the popularity of English seaside towns and as a consequence of this and other local factors (such as the transformation of working practices at Harwich International Port), the town's economy has contracted. The condition of the built environment and the quality of the public realm has seen a commensurate decline. Dovercourt High Street has lost its pre-war (WW2) vitality and this is demonstrated by the number of derelict residential and commercial premises that are located in close proximity to the town centre.

The Council had previously commissioned a comprehensive Masterplan for Dovercourt Town Centre. The Masterplan sought to rediscover Dovercourt as a thriving seaside town with a vibrant and successful town centre. The proposals sought to create a distinctive place based on heritage, and a shared belief in the future of the town.

At the beginning of 2018 whilst the Council remained committed to the aims and objectives of the Masterplan (Dovercourt Rediscovered), but it had become increasingly evident that market conditions in the town were declining. This is very much in line with town centres across the country but also recognised that Dovercourt suffers from market failure in relation to investment which requires the Council to intervene.

In view of this and in an effort to kick-start the regeneration of Dovercourt, the Council appointed a professional team of consultants to review and refresh the Masterplan. The professional team comprised:

- Urban Initiatives Studio – Project management, Urban Design and Masterplanning
- Montagu Evans – Property Market Analysis, and Viability Appraisal
- Stockdale – Quantity Surveying and Development Costs
- Ash Sakula – Landscape and Architecture

The brief was to test and to reaffirm the design principles, public realm improvements and development objectives set out in Dovercourt Rediscovered and set out a range of interventions that would support realisation of the vision for the town.

Reporting to the Council's Corporate Director Planning and Regeneration, the Client Team for the commission comprised:

- Head of Regeneration
- Head of Property Services
- Head of Sport and Leisure
- Head of Public Realm
- Town Centre Coordinator

### **Vision for Dovercourt**

In the early phase of their work, consultants recommended that the vision for the town (as articulated in Dovercourt Rediscovered), remained as relevant and valid today as it was when the Masterplan was originally developed, and so with the agreement of the Client Team the established vision was adopted as the principal objective to guide and refresh the Masterplan.

The vision seeks to secure Dovercourt as: a thriving town with an attractive High Street, a range of shops and cafes and regular street markets: a town which is proud of its heritage but also able to respond to new opportunities. A town with a high quality public realm and open spaces, stunning beaches and good connections – an attractive place to live, work, shop and visit.

### **Town Centre Strategy**

The draft Masterplan identifies nine principal objectives which together establish a Town Centre Strategy for the renaissance of Dovercourt. The Strategy seeks to:

- Reinforce the town centre as a place for local facilities and services;
- Intensify the town's role as a place to live and work;
- Enhance the town's character and strengthen its distinctiveness;
- Enhance the town's accessibility by all modes of transport;
- Provide high quality public realm;
- Offer quality public spaces that invite people to stay;
- Support small interventions that animate the town centre and deliver quick improvements to catalyse change;
- Effectively promote and market the town; and
- Proactively manage the town centre to ensure that it is fresh, safe, well maintained and welcoming.

### **Spatial Concept**

The Town Centre Strategy is used to inform the Spatial Concept that underpins the Masterplan. The principal elements of the Spatial Concept are as follows:

- Town Centre

This area (High Street and Kingsway) provides the focus for town centre activities and is the location where mixed use development should be promoted. Ground floor frontages should be active in this area and include: retail; services; restaurant; leisure; and employment uses. New residential ground floor uses are not supported in this location.

- Town Centre Nodes

Three nodes are identified where key movement routes converge. These are at the junction of the High Street and Kingsway (the main crossroad in the town centre), at Bath Road, and at the railway station. Each of these nodes has been identified as a place where people naturally congregate. These locations should offer a high quality public realm, the potential for people to sit, and enable pedestrians to cross roads along desire lines. The draft masterplan advocates that the built form around these places should be legible and distinctive.

- Public Realm Improvements

Public realm improvements are proposed along the High Street and Kingsway, to create a high quality pedestrian environment in the centre of the town, enhancing its character and appearance.

- Key Connections

The Spatial Concept identifies important approach routes into the town centre via Cliff Park and Dovercourt Beach, and advocates that these connections should provide a quality environment for pedestrians that is overlooked and well defined by development.

The Spatial Concept also identifies two new connections. The first connects Milton Road with Cliff Park to enable direct access to the park from Kingsway opening up a new leisure route. The second is a proposal to provide better access to Beacon Hill Fort from Cliff Park to better integrate these spaces. The Masterplan identifies Beacon Hill Fort as a potential new visitor destination and recommends that opportunities should be sought to provide access and to connect this with the circuit of leisure routes serving the town.

- Public Spaces

A new public space is proposed on Kingsway outside Kingsway Hall and the Library to provide a focal point for the community and for public life. It is envisaged that the space could accommodate a regular street market, festivals and other events and in so doing deliver a step change in the perception/image of the town.

Four pocket spaces on key routes are also proposed, where people can meet, sit down and enjoy the town centre. The spaces are located at the Railway Station (Kingsway North), the Queen Victoria Statue (Kingsway South), on the High Street West of Orwell Road, and at the intersection with Hill Road (to provide a resting space on the hill slope).

- Car Parking

Two new car parking locations are proposed. A surface car park on the Starlings Block (a derelict site to the East of the High Street/Kingsway crossroad), providing replacement spaces for the Milton Road Car Park that is reaching the end of its life.

The Spatial Concept also identifies a site to the North of Dovercourt Railway Station (accessed from the A120), as a new overflow car park, serving the town during peak demand. Both of these proposed car park facilities would help bring footfall through more peripheral parts of the High Street and Kingsway respectively, and in so doing support businesses and town centre vitality more widely.

- Development Opportunities

The Spatial Concept identifies a number of vacant and under-used sites that present opportunities for development and in so doing, the repair of Dovercourt's urban fabric. Mixed use developments with active ground floor uses are recommended within the town centre and on the seafront to animate streets and generate footfall. Residential development is proposed in the more peripheral/secondary locations (such as Milton Road).

## Town Centre Masterplan

A copy of the draft revised Dovercourt Town Centre Masterplan is attached at **Appendix A**.

The Masterplan shows in principle design solutions indicating how development sites could be brought forward, and how public realm improvements could be implemented. The Plan provides a range of proposals that have been developed to demonstrate the potential for change. The cost and viability implications for principal sites are also examined.

### Development Opportunities

The Masterplan identifies a number of key development opportunities in the town centre that are considered important for the regeneration of Dovercourt. For the most part these are underused, vacant or derelict sites which have a negative impact on the image of the town and undermine the quality of the pedestrian environment. The Masterplan asserts that the redevelopment of these sites would repair the urban fabric, deliver new activities and housing, establish a sense of enclosure and animation along the streets and breathe new life into the town centre.

The development opportunities in the town centre are identified in the plan below:



Some of the sites identified are in the ownership or under the control of the Council, whilst the majority are privately owned. The Masterplan advocates that the Council should work with landowners to explore how these sites could be brought back into active use and how



they could support the regeneration and renaissance of the town.

The development sites are as follows:

- Starlings Block – High Street (East)

It is proposed that the western corner of the Starlings Block could, in the longer term, accommodate a mixed-use building that provides active ground floor uses towards the High Street and animate the corner with Bath Road. The Masterplan advocates that the height of the development should mirror that of buildings in the High Street (three storeys), plus a roof or set back storey. The Masterplan goes on to propose that the remainder of the Starlings Block (that which is currently hoarded and derelict), be redeveloped to provide animated public space and a new town centre car park., providing 59 car parking spaces including six disabled spaces.

- Milton Road Car Park

It is proposed that the Milton Road Car Park be redeveloped as a residential scheme, to establish a positive frontage and enclosure to Milton Road and to enhance the setting of Kingsway Hall. The Masterplan advocates that this could take the form of three storey town houses above a shared under-croft car park. In addition this scheme could also provide an additional 15 public car parking spaces on Bagshaw Road.

- Private Car Park – Orwell Terrace (North)

It is proposed that the small private car park located at the Northern end of Orwell Terrace be redeveloped with a mixed use scheme to establish a positive frontage onto the High Street. This development could also incorporate a pedestrian connection linking Milton Road with Cliff Park.

The development would need to provide a sensitive contextual response to the adjacent historic buildings, including the listed Orwell Terrace and Cliff Park. It is recommended that heights should not be of more than three storeys with a set-back or roof storey incorporated. Car parking should be integrated within the development and not visually dominate the public realm or the Park.

- Derelict Corner Plot - Orwell Terrace (South)

The Masterplan advocates the redevelopment of the derelict site at the northern end of Orwell Terrace overlooking Dovercourt Bay. The development should be residential led, but the location would support an active ground floor use, such as a café or restaurant, which would benefit from the footfall along the seafront.

- Station Building – Kingsway (North)

The Masterplan advocates the refurbishment of the Station Building in order to help animate the station environment, and suggests that the building could be used as a co-working space providing rented desk space, a meeting room, and a café. The Plan also suggests that a bicycle rental facility and tourist information point could also be incorporated in such a development.

- Derelict Sites - Victoria Street

The Masterplan advocates that the two derelict sites on either side of Victoria Street should be redeveloped for residential use. The new buildings should face Station Road, and be designed to help define and reanimate the street space in Station Road and Victoria Street.

- Former Amusement Arcade – Kingsway (North)

The Plan identifies the opportunity to bring back into use the former amusement arcade and promotes the need for any redevelopment to provide an active ground floor use such as a retail unit, café or restaurant. This site has been granted planning permission, which is expected to be implemented shortly.

In addition to the sites referenced above, the Masterplan identifies other development opportunities (shown hatched blue on the plan) that, albeit not critical for the regeneration and enhancement of the town centre, could be brought forward with housing or mixed use development to contribute to the intensification and animation of the town.

### Public Realm Improvements

The Masterplan also identifies a range of public realm improvements, which are presented as indicative/conceptual projects. If these were to be taken forward then each project would need to be the subject of more detailed work. Inter alia this would include transport modelling, residual valuations and impact assessments. Each project (or the suite of projects) would also need to be the subject of engagement with the relevant public and private sector bodies as well as the Dovercourt community.

The principal aims of the proposed public realm improvements are to:

- Enhance the connectivity, directness and safety of pedestrian routes;
- Provide a higher quality pedestrian and cycling environment;
- Offer amenities for people to ensure that being in the town centre and moving around it are easy, enjoyable and interesting; and to
- Improve the overall image and perception of the town centre.

The Masterplan identifies the following streets and junctions as locations for public realm improvements:

- High Street
- Kingsway
- Station Road
- Milton Road
- Empire Road and Mill Lane (providing a link from Kingsway to the seafront via the existing underpass).

The proposed public realm projects include:

- Town Centre Car Park

A new surface car park is proposed on the Starlings Site that transforms this vacant and derelict site into a positive space in the town centre. The car park provides replacement parking for the Milton Road car park in a friendlier surface level format,

and helps generate footfall along the High Street and into Kingsway via Milton Road.

The design also provides a new pocket space along the High Street with opportunities for landscaping, seating and play. The proposal includes for the re-provision of public toilets, which would otherwise be lost as part of the Milton Road Car Park redevelopment.

- Kingsway Public Space

A new public space is proposed outside Kingsway Hall. This would create a new focus in the town centre and provide a new location for the street market, as well as for festivals and other events. The space would require the closure of the central section of Kingsway South, however a retained bus service (using bus-gates) and out of hours servicing could be accommodated as part of the design. If the street market were to be located to this location, then the weekly closure of the High Street would no longer be necessary, resolving traffic flow and congestion in the town on market day.

The Masterplan presents an alternative to this proposal which would limit interventions to the widening of footways and improvements to the public realm. Whilst this approach would result in an enhanced street scene, it would not have the catalytic and transformative impact as that described above, and neither would it be suitable as a new location for the street market.

- Pocket Spaces

Other proposals include the creation of pocket spaces on the High Street, a new plaza outside the station, and an improved setting for the Queen Victoria Statue at the southern end of Kingsway

The potential public realm projects are identified on the plan below:

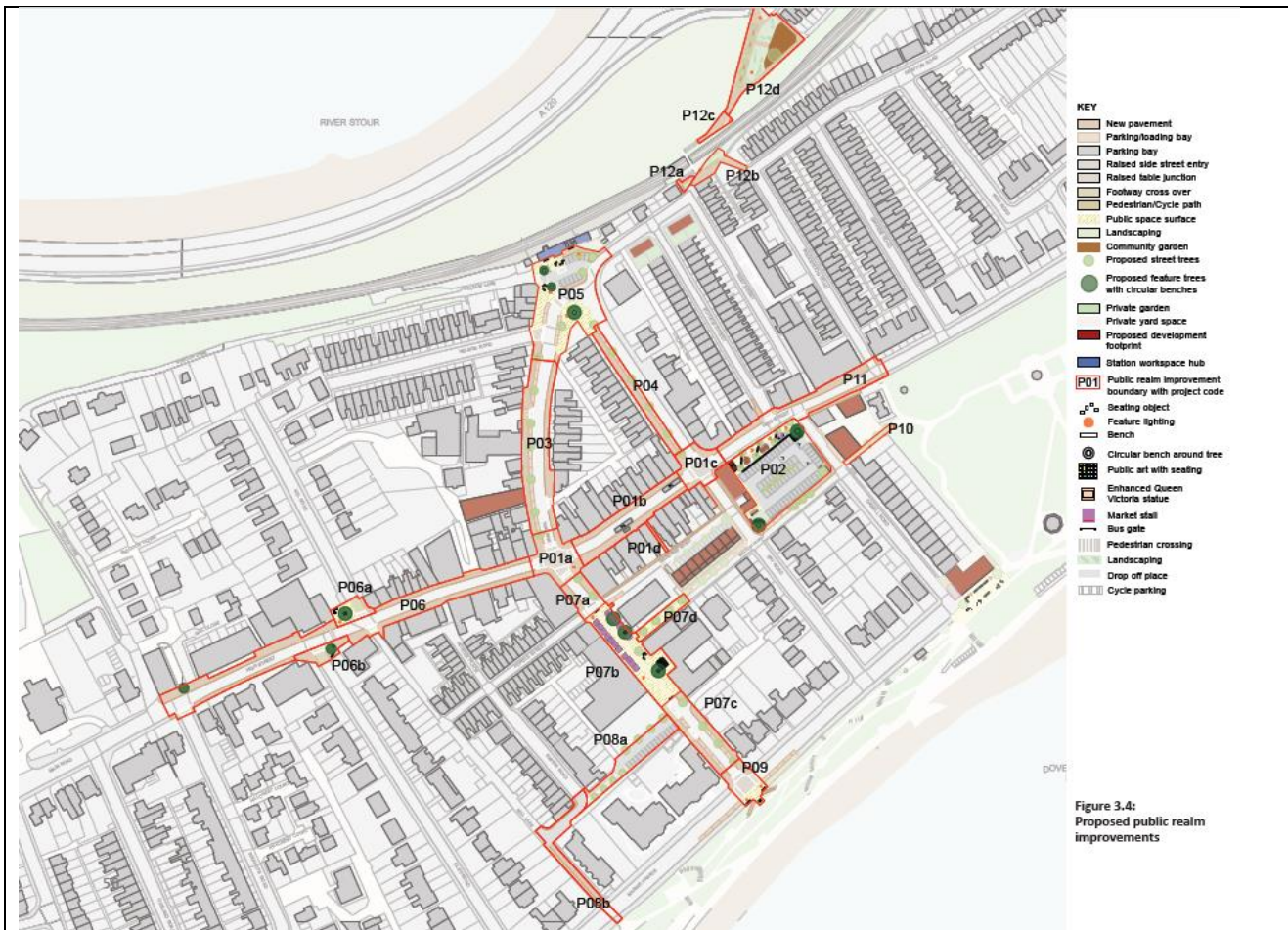


Figure 3.4:  
Proposed public realm  
improvements

### Prioritisation of Public Realm Projects

The Masterplan identifies a catalogue of public realm projects, which if implemented would have a positive impact on the transformation of the town. These include the public realm projects referenced above, but also include: proposals to improve the visual appearance of the town's shopfronts; the reanimation of the station; improvements to the weekly street market; a signage strategy; the implementation of meanwhile uses; a programme of festivals and events; and the establishment of a dedicated town centre management organisation.

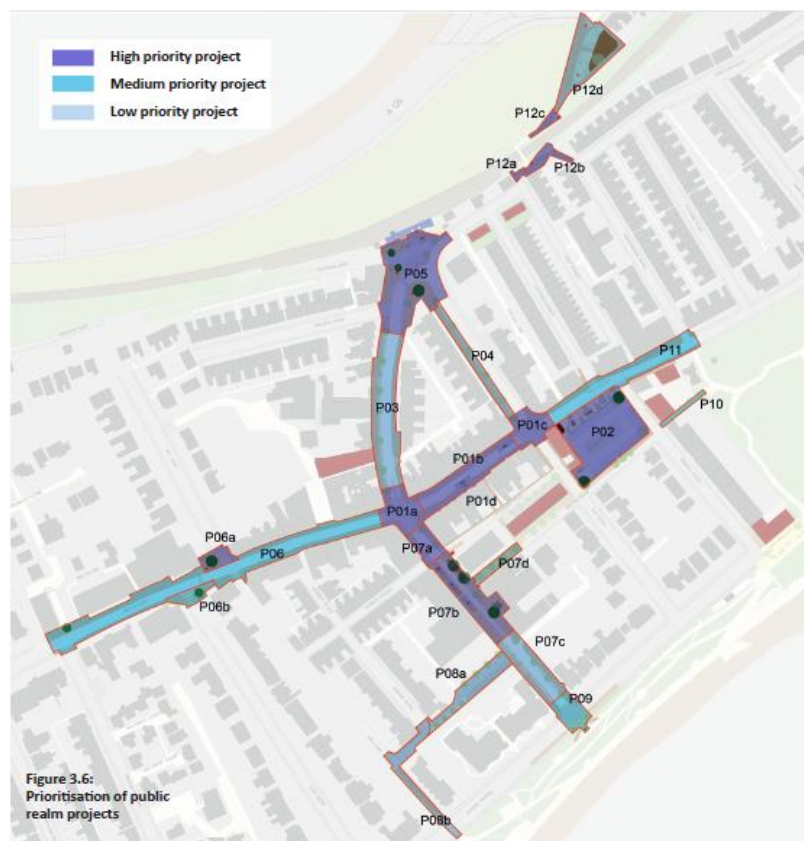
It is unlikely that funding will be available for the entire suite of public realm projects, and therefore each project intervention has been scored against its potential to support the regeneration of Dovercourt. The proposed public realm interventions are ranked as being High, Medium, or Low.

High priority projects are considered critical for the regeneration of Dovercourt. These projects will have a transformative impact, act as a catalyst, and bring major improvements to residents and visitors to the town.

Medium priority projects are considered as important to the regeneration of the town, as they improve important parts of the street scene, albeit in more peripheral locations.

Low priority projects are less critical to the regeneration of Dovercourt, but remain important as they seek to upgrade the street scene by connecting streets and contributing to an overall coherent image and appearance throughout the centre.

## Public Realm Project Plan and Prioritised Project List



Project Code	Project Name	Priority
P07b	Kingsway South: Public space outside Kingsway Hall and Library	high
P02	Starlings site: Car park and public space	high
P05	Station Forecourt: Public space and public realm improvements	high
P01a	High Street and Kingsway Junction: Public realm improvements	high
P01c	High Street and Station Road Junction: Public realm improvements	high
P06a	High Street West: Pocket space	high
P01b	High Street Centre: Public realm improvements	high
P07a	Kingsway South: Public realm improvements	high
P12a	Railway Bridge: Improved access to steps and landscaping	high
P12b	Grafton Road: Improved pedestrian link and landscaping	high
P12c	North of Railway Bridge: improved pedestrian link and landscaping	high
P06b	High Street West: Pocket space	medium
P06c	High Street West: Public realm improvements	medium
P11	High Street East: Public realm improvements	medium
P10	Creation of pedestrian link from Milton Road and Cliff Hill Park	medium
P09	Queen Victoria Statue: Improvements to the setting of the statue	medium
P12d	Ingestre Street: Enhancement of open space	low
P03	Kingsway North: Public realm improvements	low
P04	Station Road: Public realm improvements	low
P07c	Kingsway South: Public realm improvements	low
P07d	Milton Road: General enhancement and closure to traffic	low
P01d	Backshaw Link: Repaving and enhanced lighting	low
P08a	Connection between Kingsway and Empire Road: formalise and improve route	low
P08b	Mill Lane: Improve path and underpass	low

The regeneration of the town centre will require a concerted effort and collaborative approach by the Council and its public, private and voluntary sector partners, working with the community to secure the transformation required.

Section 4 of the Masterplan reviews the above and proposes twenty key regeneration projects (the Dovercourt Twenty), which include the redevelopment of sites such as the Milton Road Car Park, the provision of new parking facilities, public realm improvements, shopfront improvements, the reanimation of the station area, and the provision of improved street signage. The 'Dovercourt Twenty' also include proposals to strengthen the management of the town and that of the street market, and also advocates the use of festivals and events to re-establish the vibrancy of the town.

### CURRENT POSITION

Work to refresh the Dovercourt Town Centre Masterpan has been concluded and is presented as part of this Cabinet Report for approval.

Delivery of the vision requires the Council to take a lead role through the development and delivery of three priority projects that will have a high impact and stimulate further investment:

- Starlings Block Development & Milton Road Car Park Development
- Kingsway South
- Station Plaza

From the above it is intended to bring forward detailed proposals for delivery of the

combined Starlings Site and Milton Road Car Park project to Cabinet in September 2019.

The Kingsway South and Station Plaza projects would be developed to a 'shovel ready' stage whereby they would deliverable should funding become available (in particular external grant funding).

Funding for the above is already identified in the Council's budget.

#### **FURTHER HEADINGS RELEVANT TO THE REPORT**

There are none.

#### **BACKGROUND PAPERS FOR THE DECISION**

There are none.

#### **APPENDICES**

A.1 Appendix A – Dovercourt Town Centre Masterplan



TENDRING DISTRICT COUNCIL  
**DOVERCOURT  
MASTERPLAN  
REVISITED**

FINAL REPORT  
APRIL 2019

Tendring  
District Council



Ash Sakula Architects



4190

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REPORT PRESENTED BY URBAN INITIATIVES STUDIO LTD

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DESIGN DIRECTOR

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APPROVED BY  
DESIGN DIRECTOR



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## NOTE TO READER:

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For PDF viewing of the document use the following Acrobat Settings: View/Page Display/Two Page View, and tick View/Page Display/Show Cover Page in Two Page View.





- 1 Dovercourt Station
- 2 Kingsway
- 3 High Street
- 4 Station Road
- 5 Railway pedestrian bridge
- 6 A120 - Dovercourt bypass
- 7 Kingsway Hall
- 8 Milton Road Car Park
- 9 Starlings Block
- 10 Orwell Terrace
- 11 Cliff Park
- 12 Queen Victoria Statue
- 13 Pedestrian underpass
- 14 Dovercourt Beach

Figure 1.1: Dovercourt aerial photograph



# 1 INTRODUCTION

## 1.1 ABOUT THIS STUDY

---

This study, the Dovercourt Masterplan, develops a strategy for the revitalisation of Dovercourt town centre. It sets out a positive vision, guides development and identifies a range of projects that will attract residents and visitors and improve the image and quality of the centre.

This study was commissioned in January 2018 by Tendring Council as a means to update the previous masterplan (Dovercourt Rediscovered) from 2011. The plan had to reevaluate the town centre in the context of the changed commercial and planning environment. A particular focus for the study was to explore the feasibility of development of two key sites in Dovercourt, the Council owned Milton Road Car Park and the boarded-up Starlings Block that detracts from the town centre.

The masterplan was prepared by Urban Initiatives Studio in collaboration with Ash Sakula Architects, Montague Evans Property Advisors and Stockdale Cost Consultants. The study evolved through engagement with local stakeholders, councillors and council officers. This report summarises the project and its outcomes, and sets out a strategy for improvement and change in Dovercourt that can turn the tide for the centre.

The report is comprised of four sections, described below:

**1 Introduction** – an overview of the project, the study area and a review of the previous masterplan, Dovercourt Rediscovered.

**2 Understanding Dovercourt** - an analysis of Dovercourt and identification of constraints and opportunities. Topics include character, heritage, transport and planning policy.

**3 Regenerating Dovercourt** – setting out the vision for Dovercourt and the strategy for regeneration. This section includes an illustrative masterplan for the town centre and an overview of public realm and development interventions.

**4 Catalogue of regeneration projects** – this section identifies twenty concrete projects that will help to bring about change in Dovercourt. Their range includes development projects, public realm improvements and the management and promotion of the town centre.

## 1.2 THE STUDY AREA

---

The area subject to this study covers the town centre of Dovercourt. It includes the retail area of the High Street and Kingsway, Dovercourt Railway Station, Cliff Park and the Dovercourt Beach.

The area subject to this study is shown in Figure 1.1. The study area is defined by the following boundaries: to the north the A120; to the east Waddesdon Road (rear of properties) and Cliff Park (inclusive), to the south Dovercourt Beach and to the west Mill Lane, Patrick Lane and Kingsway (rear of properties).

## 1.3 ENGAGEMENT

---

This study benefited from close working with Tendring's officers, who have an excellent working knowledge of Dovercourt. A meeting was held early in the process with the Coastal Community Team (CCT), which includes a range of stakeholders, to refresh the knowledge base brought forward from the previous masterplan and to test initial thinking. In October 2018, the masterplan team met with Councillors, officers and other stakeholders to review the draft strategy and initial recommendations, and to obtain their views. These comments have informed the subsequent iteration and finalisation of the study.



**Opportunity Areas:**

1. Starlings Block, High Street
2. Station and adjoining area
3. Kingsway North
4. Junction of Orwell Road and High Street
5. Milton Road Car Park
6. Land at junction of Orwell Road and Marine Parade
7. Kingsway South



**Figure 1.2: The Dovercourt Rediscovered Masterplan (2011)**

## 1.4 PREVIOUS MASTERPLAN - DOVERCOURT REDISCOVERED

The precursor to this masterplan is Dovercourt Rediscovered, published in 2011. It sets out a heritage-led approach to guide the transformation of Dovercourt and establishes the following broad vision:

*“Dovercourt will be a thriving town with an attractive High Street, a range of shops and cafes and regular street markets: a town which is proud of its heritage but also able to respond to new opportunities. A town with a high quality public realm and open spaces, stunning beaches and good connections - an attractive place to live, work, shop and visit”.*

To achieve this vision, the spatial strategy for the masterplan centres around three key areas of the town and sets out ambitions for each of these:

- **Station Gateway** - revitalising the area around the station with the refurbishment of the station building and a new public space to create a better gateway to the town and seafront, an improved transport interchange with improved linkages to Bathside Bay and HIP and a focus for new business and leisure uses;
- **High Street** - reinvigorating the High Street with new shops, galleries, cafes and restaurants to create a more diverse retail offer and attractive pedestrian environment; and
- **Seafront** – enhancing Cliff Park Gardens and the promenade to encourage more visitors throughout the year and provide improved amenities for local residents.

Dovercourt Rediscovered makes principal recommendation for the improvements to the public realm and signage throughout the

town centre. It also identifies some sites for redevelopment. However, there are no proposals included for these sites or any indication of what would be a viable scheme. The masterplan further provides a marketing strategy and identifies potential funding and partnership models for realising the strategy.

Dovercourt Rediscovered proposes to establish a new public space in the High Street by closing the centre section and re-routing traffic via the station.

While the masterplan document is principally sound few of its proposals have been implemented. This has been likely due to the lack of funding for public realm improvements and a challenging development context.

In this context the Dovercourt Masterplan seeks to build on this work, to provide a more realistic understanding of the development context and to identify deliverable initiatives and proposals for the town as it is now.

### Public Engagement

A public engagement exercise was carried out as part of the Dovercourt Rediscovered project. Exhibitions were held over 2 days in November 2010 and members of the public were invited to comment on the masterplan and share their thoughts on what needed to change in Dovercourt.

The main results are highlighted below:

- 88% of attendees stated their first impression of Dovercourt town centre as unwelcoming/ untidy;

- In response the question, ‘what do you like about Dovercourt?’, 81% of respondents stated the seafront, 64% the heritage and 45% the open space;
- The most commonly cited responses to what attendees did not like about Dovercourt was the quality of the street scene (74%), the shops (52%) and the leisure offer (45%);
- In terms of improving the street scene, the top two results were for improving the shop fronts (71%), and landscaping improvements (58%). In addition approximately half of respondents felt that new street furniture, paving, lighting, information boards/ signage would improve Dovercourts street scene. The least popular choice was public art, with only 19% of respondents stating this as a preference;
- Attendees were shown various improvements to key areas within the town centre. The most popular interventions noted were the refurbishment of the station area (76%), the redevelopment of vacant sites on the high street (90%) and landscaping improvements along the sea front (72%); and
- 90% of respondents to the questionnaire supported the proposals.

Although the consultation was done a number of years ago, the results are still considered relevant because of the slow pace of change in Dovercourt. Many of the issues facing residents in 2010 are still pertinent today.





ST. NICHOLAS  
Area  
198.439

HARWICH

HARWICH HARWICH

Page 30

Figure 2.1: Map of Dovercourt and Harwich in 1842

# 2 UNDERSTANDING DOVERCOURT

## 2.1 HISTORY OF DOVERCOURT

Dovercourt has a long history, with the settlement appearing in the Domesday Book in 1086. Some of the oldest buildings still surviving in the area are military forts, such as Harwich Redoubt from 1808 and Beacon Hill Fort, rebuilt in 1892. This reflects the strategically important location of Harwich and Dovercourt on the coast of the North Sea.

The town as we know it dates primarily from the 19th Century. At this point, Harwich to the north was much more established, being an important port and naval base. Despite its size, Dovercourt was a popular seaside holiday resort. This function was aided by the arrival of the railway in 1854.

In 1845 John Bagshaw built a mansion at Cliff House and began plans for a new town at Dovercourt. These ambitions can still be seen today in the grand Orwell Terrace on Cliff Road and the more modest terraced properties on Victoria Street, which Bagshaw developed.

After falling into disrepair, Bagshaw's mansion was demolished in 1909 and the grounds were opened as Cliff Park in 1911, providing the main public open space in Dovercourt.

Another landmark for the town, the statue of Queen Victoria, was erected in 1904.

By the 1920s, the centre of Dovercourt was fully established and many of the terraced streets that define the town today had been constructed. The town's function as a holiday destination continued into the 20th Century, with hotels appearing on the seafront.

By mid-century, the town had grown further, accommodating substantial suburban development. At this point, Harwich and Dovercourt had become contiguous, but with each retaining their local centres and character.



Dovercourt Bay, early 1900s



High Street in 1954



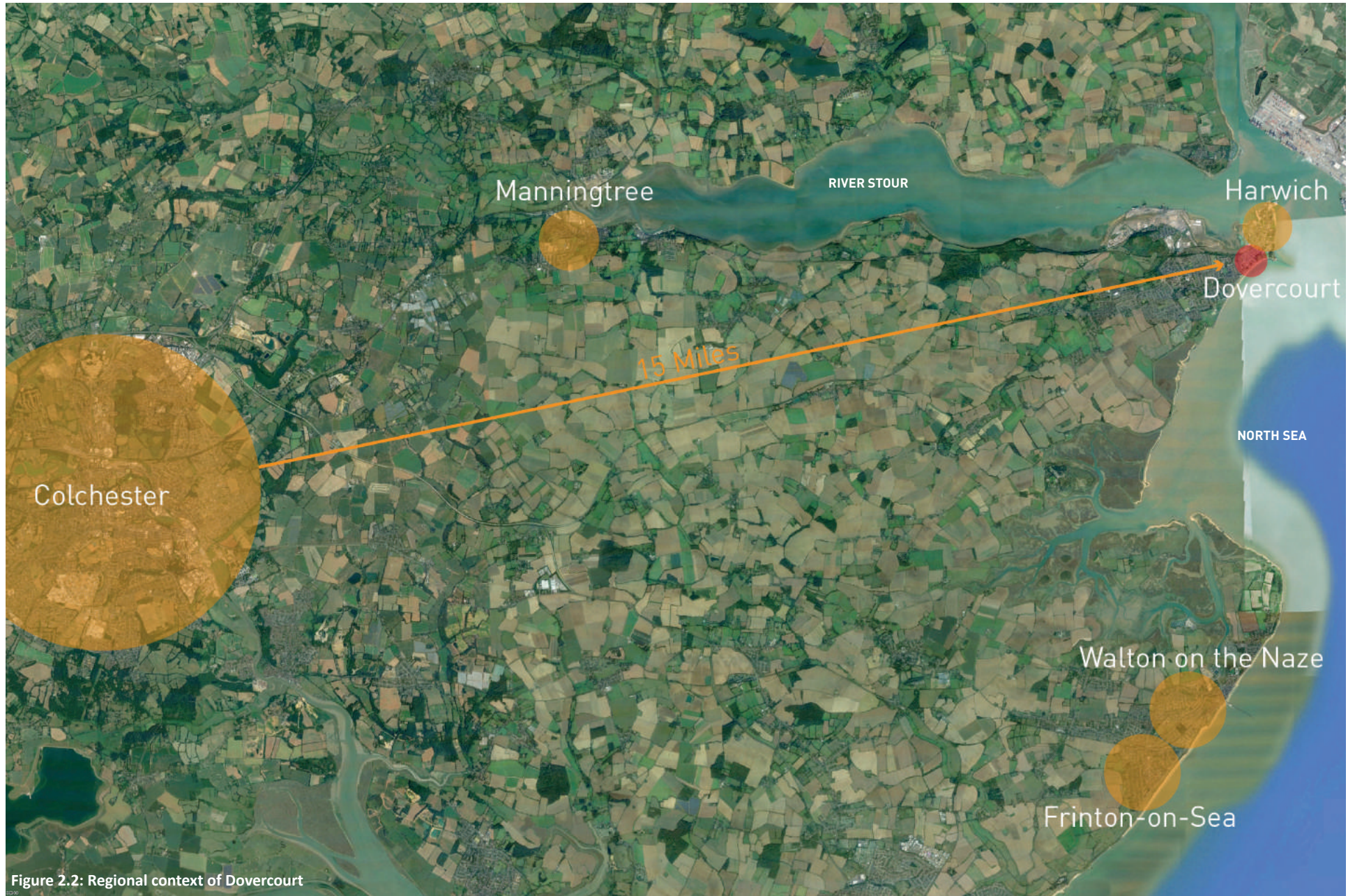


Figure 2.2: Regional context of Dovercourt



## 2.2 STRATEGIC CONTEXT

Dovercourt is a small seaside town in Essex, situated on a narrow peninsula between the confluence of the River Stour and River Orwell and the North Sea. It is situated next to Harwich Town, the historic port town at the tip of the peninsula and is approximately 15 miles (30 minute drive) east of Colchester, the nearest large settlement.

Adjacent to Dovercourt is Harwich International Port with regular ferries to Holland. To the north on the opposite side of the River Orwell lies the Port of Felixstowe, which is the largest container port in the UK. Dovercourt is the main service centre for the settlements of Harwich Town, Upper Dovercourt and Parkeston as well as outlying villages.

The town's main asset is its pristine beaches and in previous decades, it was a successful seaside resort. However, the decline in popularity in English seaside tourism in general has left the town feeling neglected and underused. Despite this decline, there remains a committed local population who feel a strong attachment to the town and wish to see it recover.

Both Dovercourt and Harwich Town wards fall into the most deprived decile in England. They are characterised by a high-levels of children living in low-income families, high levels of long-term unemployment, poor public health and an aging population. Spending power is low and the need for social and health service delivery is high.

These are structural issues typical for many seaside towns that struggle from their peripheral location, the loss of the seaside tourism, limited job-opportunities, the outward migration of upwardly mobile younger people, low educational attainment and a concentration of poverty. However, Dovercourt has many strengths, which need to be understood and capitalised on. These are discussed in the following sections.



Colourful beachside huts, reflecting Dovercourt's role as a leisure destination



View across the River Stour towards Harwich International Port, northwest of Dovercourt



Container Port Felixstowe to the east of Dovercourt

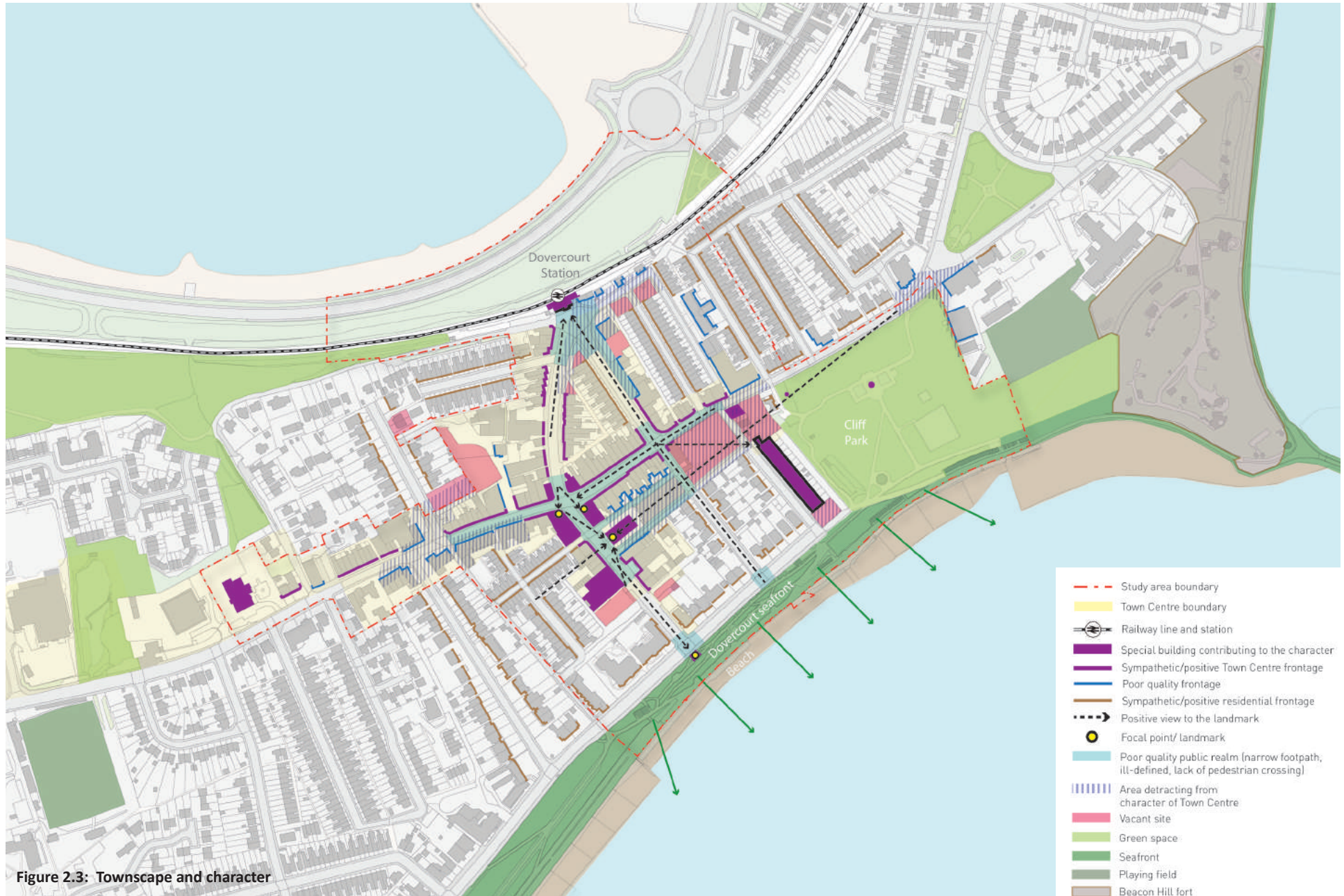


Figure 2.3: Townscape and character





Fine grain parade of shops characterise the High Street in the centre, albeit the quality of shop fronts is frequently poor and detracts from the character of the street



Larger buildings with bland architecture characterise the western end of the High Street.

## 2.3 TOWNSCAPE AND CHARACTER

The centre of Dovercourt has the basic elements for a successful small town centre with distinctiveness and character. The main high street links the town with its residential hinterland of upper Dovercourt to the west and Harwich Town to the east. The centre is focused around the crossroads with Kingsway that links the station with the sea front.

The High Street runs east-west and its centre is largely characterised by a fine grain parade of shops. However, the quality of shop fronts in many of the buildings is poor and comprise unsympathetic store design and often oversized signage that detract from the character of the street. Postwar redevelopment in the western parts of the High Street introduced larger buildings with bland architecture that erode this character further.

The Grade II listed Kingsway Hall, a 19th century evangelical church, provides a prominent landmark on Kingsway and there are a number of Victorian buildings with interesting features that add character to the High Street, especially at the intersection with Kingsway. A small turret spire on the south western corner (Original Factory Shop) provides a prominent focus in the view along the High Street.

Immediately to the east of the centre, adjacent to the Starlings Block, the Victorian Grade II listed Orwell Terrace overlooks Cliff Park and with its imposing scale adds a character that is more akin to Victorian London than a small seaside town.



The tower of Kingsway Hall is a prominent landmark



**Starlings Block (foreground) and Milton Road Car Park (middle ground) detract from the coherence and continuity of the centre**



**Marine Parade and The Queen Victoria Statue, which is marred by insensitive railings**



**Victoria Street with early Victorian terraced housing**

Kingsway to the south of the High Street is the civic heart of the town, with Kingsway Hall, the Library a number of shops and the recently opened Wetherspoon pub in the former Co-op building. Some town centre uses also extend along Kingsway towards the station, primarily on the western side of the street.

Milton Road Car Park and the Starlings Block - the large vacant site between the High Street and Milton Road, are eyesores, which detract from the coherence and continuity of the town centre character.

At the terminus of Kingsway, on the seafront is the Queen Victoria statue. It acts as an important marker in the town and on the seafront. However, the addition of insensitive railings at its base and the placement of a lamppost almost directly in front of the statue have harmed its setting.

Much of the immediate hinterland to the centre is characterised by terraced streets with Victorian red-brick housing, nowadays often rendered and painted in different colours. This lends much of the town centre a strong urban and residential character. Unfortunately in a few places the consistency of this character is disrupted by unsympathetic later development, vacant sites, car parking and a loss of urban form. This is especially apparent around the station on Station Road, on East Street and on parts of Hill Road.

Detached and semi-detached housing is situated between Milton Road and Marine Parade with larger buildings overlooking the seafront. This area is distinctly less urban and contrasts with the rest of the centre.

The land rises towards the seafront, offering views back into the lower lying centre. The view north along Bay Road is an important character view. In the middle ground its focus is on the small Victorian Station Building that albeit being vacant and boarded up strikes with its simple elegance

and symmetry. The backdrop to this view, the River Stour with rural landscape beyond, brings into sharp focus the narrowness of the land and how the centre is situated between two water bodies.

Cliff Park and the seafront (including the promenade and landscaped areas) are the main offer of public space in the town centre. They are attractive and provide excellent views out over Dovercourt Bay.

Figure 2.3 identifies positive townscape features that contribute to character and distinctiveness of the town centre (purple and brown colour), but also poor frontages and areas of the public realm that require improvement.



## 2.4 USES

Dovercourt is a small town centre, which caters as the main service centre for a large hinterland including Upper Dovercourt and to some extent Harwich town, which has little retail and service provision of its own. Shops and other town centre uses are largely concentrated along the High Street and on parts of Kingsway. The immediate hinterland of the centre is residential.

The town centre competes for footfall with the recent extension of the Harwich Gateway Retail Park which includes a BM homestore, Argos, Carpetright, Peacocks and Homebargains beside Morrisons Supermarket and a Lidl Store. The retail park is situated 1.5km to the north west, directly accessible from the A120 and offers ample free parking.

Data from May 2015 shows that Dovercourt had approximately 113 retail and service units, comprising a total of 17,180 sqm (184,924 sq. ft.). There are a few national retailers in Dovercourt, including Superdrug, Boots, Iceland and The Co-Operative. In addition the town has a strong presence of bank branches, including Santander, TSB, Halifax and Nationwide, and a post office. Apart from these Dovercourt's retail market is predominantly characterised by small independent retailers.

There are a few comparison and discount stores, local groceries shops, and a broad range of service providers, such as hairdressers, estate agents, phone repair shops, opticians and funeral directors. Cafes and takeaways are located in the

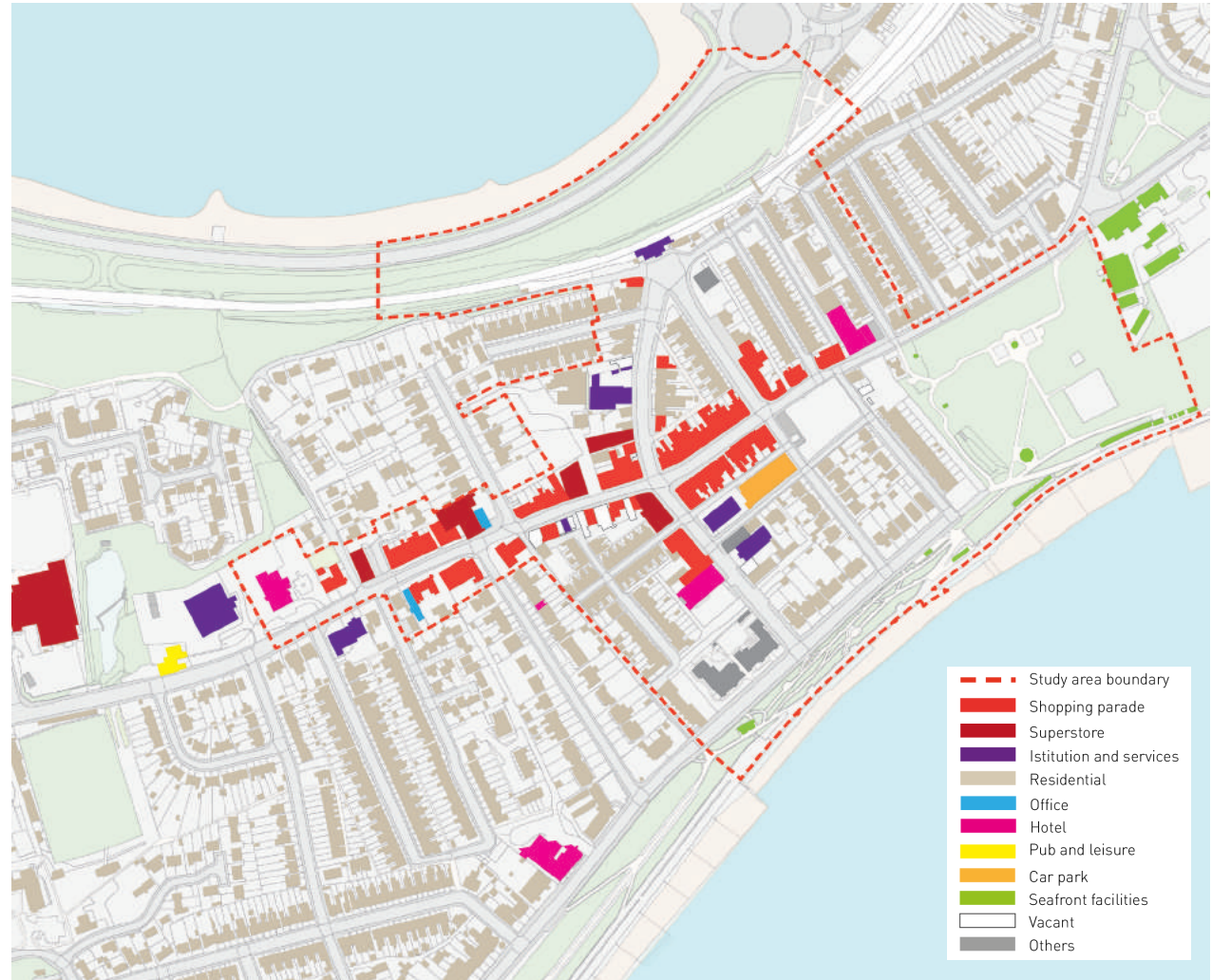


Figure 2.4: General uses



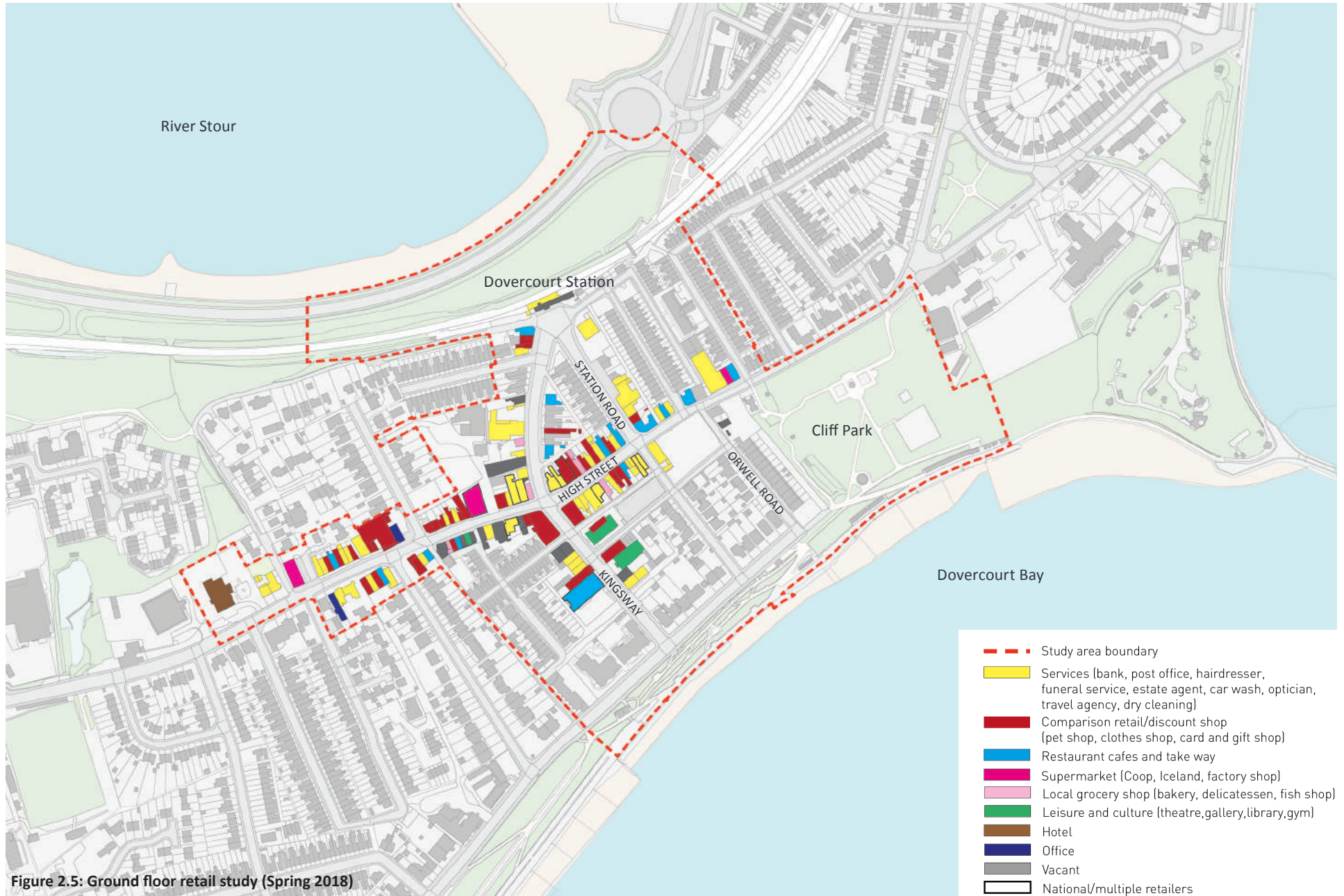


Figure 2.5: Ground floor retail study (Spring 2018)



Majority of retailers in the town centre are independents

eastern end of the High Street and on Kingsway. The Bottle Kiln Wetherspoon Pub is a recent addition of a national restaurant opening in Dovercourt. A Costa Cafe is planned to open in the former Barclays Branch on Kingsway.

The centre has a limited leisure offer, including two gyms, Universal Fitness and Body Move Fitness. The presence of a library and the Kingsway Theatre (albeit only occasionally used) are important to the diversity of the town and their continued use should be supported and promoted as much as possible.

Apart from the Tower Hotel, the town centre accommodates a number of guest houses, including the Bottle Kiln Wetherspoon and the Goodlife Guest House. The Cliff Hotel on Marine Parade closed in 2017.

Dovercourt centre has a very limited provision of employment uses, which includes a post-office sorting depot, a car service and repair store, and a few small offices in shop units.

At the time of survey (Spring 2018) there were 13 vacant units in the town centre, concentrated



Friday's street market in the High Street provides a basic offer of stalls with little variety and poor appearance

especially on the southern side of the High Street to the west of Kingsway and on Kingsway itself. Many of the units have remained vacant for a considerable number of years, often suffering from increasing dilapidation issues (though many are very small or poorly located with reference to the heart of the centre). Boarded up premises can be found at the station as well as along the seafront and these detract from the appearance of the town. Vacancy rates in Dovercourt have been generally higher than other centres in Tendring.

The type and appearance of local independent shops suggests that many of them are only marginally viable and that owners hold off or cannot afford to invest in improvements to their premises and shop fronts. There is a sense among local shopholders that footfall and business has declined since the opening of the Harwich Gateway Retail Park.

There appears to be a fragile balance that underpins the current town centre vitality. If more key anchors that draw people into the centre such as banks, the library or the post office were to close, the centre could quickly lose custom.

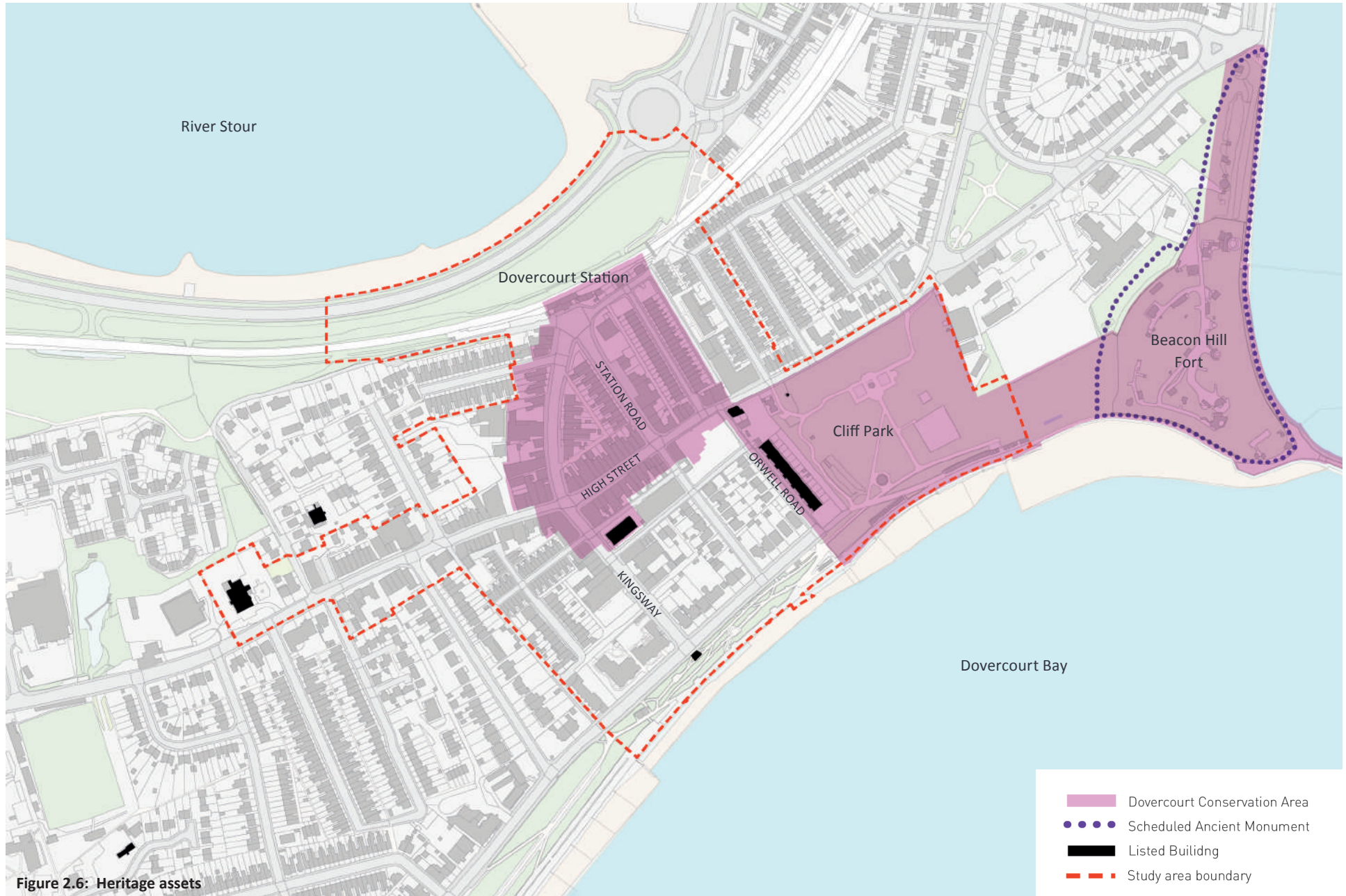


The Bottle Kiln Wetherspoon Pub in the former Co-op Store has restored a previously dilapidated buildings and turned it into a new eating-out destination

There is presently little offer that appeals to younger people and residents with greater spending power. Enhancing the offer and attractiveness of the centre for upwardly mobile customers will be important in stemming the decline of the centre. A number of independents have tried to lift the image and quality of provision in Dovercourt, most notably Deli 141, Sun crust Bakery and the Cabin, which indicates that there is entrepreneurship and interest that regeneration initiatives could tap into.

Dovercourt has a weekly local market, which is held on Friday in the High Street, requiring the closure of the centre section for traffic. The market however only comprises a limited number of stalls, and its offer and appearance is poor. There is potential to improve the market offer by diversifying the type and number of stalls. The introduction of market management would also ensure a coherent set up and improved image. A improved market would contribute to the diversity and vibrancy of Dovercourt's retail offer and help create a sense of place and culture within the town. Enhancing and expanding the market could also offer low entry costs for new retailers.







## 2.5 HERITAGE

A large portion of the study area is designated as the Dovercourt Conservation Area, encompassing the northern end of Kingsway and Station Road, the High Street, Orwell terrace, Cliff Park and Beacon Hill. There are many interesting historical buildings within the town. However, many of these are in poor condition and are at risk of dilapidation.

Many of the listed buildings in Dovercourt are the legacy of Robert Bagshaw. One of these is the Grade II Listed Kingsway Hall, a former church built in the mid-1870s in the Italianate style. Located just south of the high Street, along Kingsway, this grand building acts as a landmark within the town. Since closing as a church, the building has reopened as a community arts centre and houses a charity shop.

Orwell Terrace, also developed by Bagshaw, is a set of Grade II Listed terraced properties on the western edge of Cliff Park. To the west of the town centre is the Grade II Listed Tower Hotel, built in 1885. Originally built as a large house, the hotel is set back within a larger plot and so is not fully visible from the street. Nonetheless, it adds character to this part of the town.

Beacon Hill Fort to the east of Cliff Park has been used as a military fortress since 1500 but was abandoned after WW2. It is a scheduled monument and is currently being looked after by a local not for profit group.



**Orwell Terrace properties in a state of neglect, viewed from within Cliff Park**



**Historic buildings in the Dovercourt Conservation Area add character to the town**

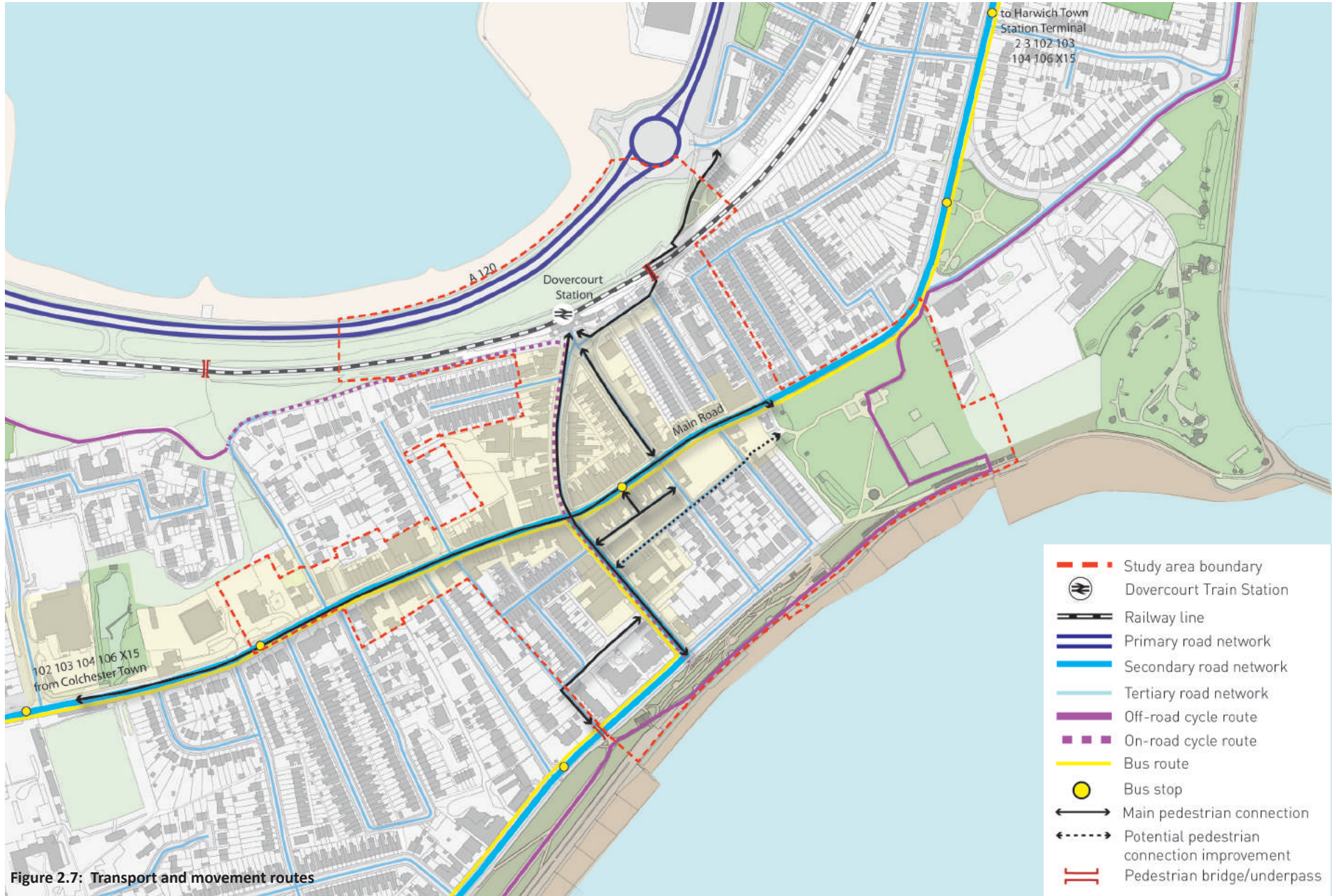


**Kingsway Hall, a Grade II Listed building which acts as a local landmark**



**The Grade II Listed Tower Hotel, west of the town centre**







Dovercourt train station



Local bus service which runs through Dovercourt



Milton Road car park which provides 68 spaces

## 2.6 TRANSPORT AND MOVEMENT

Being one stop from the end of the line at Harwich Town, connections to Dovercourt by rail are limited. Several services a day connect the town to Manningtree with onward connections to Colchester. Dovercourt station is situated on Kingsway, although infrequent services mean that this does not generate much footfall in the town centre.

Buses are more popular and run through the centre that connect Dovercourt with its outer residential areas and the larger centres of Clacton-on-Sea and Colchester. Real time bus information is provided on stops in the High Street. On Friday, the market day, when the central section of the High Street is closed, buses along with general traffic are diverted along Station Road and Kingsway.

The A120 strategic road runs to the north of the town, providing a good connection to Colchester and beyond. However, its presence means that traffic into and out of Harwich town bypasses

Dovercourt, potentially resulting in some loss of passing trade. The town centre is connected to Harwich town and the Upper Dovercourt residential area by the secondary road network. The main access to the town is provided by the B1352.

Milton Road car park is a two level Council owned 68 space pay and display car park to the south of the High Street. On street parking in the High Street, on Kingsway and Station Road is free but time limited to two hours during the week and on Saturdays. Surrounding residential areas generally have no parking restrictions.

The town centre is entirely walkable and very close to Cliff Park and the attractive seafront. However, the quality of the public realm along key routes is poor and dominated by a street design that favours the car over the pedestrian.

Especially the connection from Dovercourt Centre to Bathside is poor and does not feel safe as it involves the crossing of the railway via an overbridge and the passage is through an

overgrown and unsupervised area. The connection from Station Road into Grafton Road is equally poor.

Dovercourt is situated on the 6,000km North Sea cycle route that connects Shetland with Bergen in Norway as well as on the National Route 51 from London to Harwich. There is also a leisure cycle circuit of 6 miles promoted by Tendring Council along the seafront to Harwich Town and passing Dovercourt Station. Apart from these, facilities for local cycling are poor.

The principal access streets are space constrained and lack dedicated cycle lanes and signage, and feel unsafe to cycle, especially for less experienced cyclists. In addition there is little provision of cycle stands in the centre. Improving the provision for cyclists would help to make cycling more attractive as a means to access the town centre, especially as the majority of Dovercourt's hinterland is accessible by bicycle in less than 10 minutes. Increasing cycling would also help improve public health, reduce air pollution and limit pressure for car parking.





Figure 2.8: Open spaces and public realm



Cliff Park, a well maintained public park

## 2.7 PUBLIC REALM AND OPEN SPACES

As a seaside town, the focus of publicly accessible open space in Dovercourt is its attractive stretch of beach, including the sloped green banks that connect street level to the shore. Cliff Park provides a substantial green space, with amenities such as a playground and bandstand, and adjoins the historic Beacon Hill Fort, which has potential to be a unique visitor destination and nature reserve. While in close proximity these assets feel disconnected from the town centre due to the lack of legible and quality pedestrian routes. Improving connections would integrate these open spaces as part of a greater town centre offer, encourage trips and increase dwell time.

While rich in open spaces at the periphery, the town centre lacks a central space where people can meet and enjoy the social life of the town. The streets themselves are the main public spaces outside of the seafront and Cliff Park. However, they are not optimised for people. The absence



The beach, Dovercourt's main asset

of a central space to stop and enjoy the place is a major weakness of Dovercourt, and one which is addressed by this study.

Street design is functional and focused on traffic movements. The carriageway is wide with relatively narrow footways, especially in the High Street itself, and routes are not easy to cross. There is almost no provision of public seating, which would be well used given the number of older residents frequenting the centre.

The majority of footpaths have asphalt surfaces which have numerous patch repairs. They look unsightly and do little to visually differentiate the pedestrian realm from the road space. Guard rails and barriers on key junctions and the seafront further detract from the quality of the public realm.

The lack of tree planting is noticeable and this gives the streets a stark appearance. There is



Narrow pedestrian paths



The public realm feels outdated and uncared for

little in the quality of the public realm in the town centre that, on its own, would attract people to come and spend time. Improving this is key to the regeneration of Dovercourt.

The poor quality public realm further detracts from the character and distinctiveness of the town centre and degrades its image.



## 2.8 LOCAL PROPERTY CONTEXT

The major trend in shopping patterns over the past number of years has been a substantial growth in online shopping and a reduction in people visiting local high streets. In many places this has resulted in business closures and vacant units in town centres. Although this is partly the case in Dovercourt, the High street has largely survived due to committed local residents and an older population who still prefer to visit brick and mortar shops.

There is little demand for additional retail units in the town, and focus should instead be placed on filling those that are vacant. Demand is likely to come from independent traders, and there are a few modest growth sectors, which include convenience and comparison retail, coffee shops and takeaways.

Office development is unlikely in Dovercourt due to low demand. However, there may be scope for small scale, flexible managed office space to stimulate demand. There are currently three hotels in Dovercourt, the Tower Hotel, the Premier Inn, to the north west of the study area, and the Pier Hotel in Harwich. The Wetherspoons pub on Kingsway offers a small number of rooms and there is at least one more guest house (The Goodlife) situated within the centre. It's unlikely that there is a market in the town for further hotel development, as even budget hotel chains seek more visible and accessible locations.

Leisure and culture uses are important for the vitality of the town centre, and encouraging related spending. Dovercourt already has a good gym offer and it is unlikely that there is additional demand for this. The library and Kingsway Hall are important for the town and should be strengthened and grown if possible. Any other community-led leisure activities would benefit the town and should be supported, although their viability would need to be examined and understood.

There may be scope for residential development in Dovercourt, if its viability is carefully assessed. House prices are modest in the town but there may be scope for development of a "senior living" scheme, which benefits from proximity to local shops and services.



Vacant unit in the town centre

Local independent businesses

## 2.9 PLANNING POLICY CONTEXT

The current adopted Local Plan is the 2007 Tendring District Plan. However, elements of this plan are considered out of date and not in accordance with the NPPF. The Council is in the process of preparing its new local plan. The Publication Draft Local plan was consulted upon between June and July 2017. However, it has not yet been adopted.

Given the above, the planning policy situation in Dovercourt is complex. Whilst elements of the 2007 plan are still relevant increasing weight is being given to the emerging Local Plan. This planning policy review therefore considers both documents.

### URBAN REGENERATION AREA

The 2007 plan designates Dovercourt Town Centre as an “Urban Regeneration Area”, including the Starlings Block, Milton Road Car Park and the train station. Requirements for this area are set out in **Policy QL6 - Urban Regeneration Areas**.

More specific to Dovercourt is **Policy HAR12 – Dovercourt Town Centre Regeneration Area**. Within the defined regeneration area, which covers parts of the town centre, appropriate mixed-use development (including residential use) will be encouraged in order to bring about the repair and restoration of historic buildings. This designation is retained in the Draft District Local Plan 2012-2033 and beyond. This plan renames the designation as a “Priority Area for Regeneration.” However, the boundary remains the same. Policy

related to this designation is included in **Draft Policy PP14 – Priority Areas for Regeneration**. This policy is very similar in sentiment to **Adopted Policies QL6 and HAR12**. It states that development in these areas should be consistent with the following aims:

*“These areas 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.*

*As well as this, the Council will seek to: preserve or enhance the historic assets of these areas, including the at risk conservation areas.”*

The at risk conservation areas identified include the Dovercourt Conservation Area which is also located within the study area boundary.

### PROTECTED OPEN SPACES

There are several areas of protected recreational spaces in the study area. These include the seafront, Cliff Park and small pockets of open spaces between the railway line and the A120. **Policy COM7 - Protection of Existing Recreational Open Space Including Children’s Play Areas and Pitch and Non-Pitch Sports Facilities** of the Adopted Local Plan and **Policy HP 4 – Safeguarded Local Greenspace** of the 2013-33 Plan prevent the loss of these spaces.

### FLOOD RISK

Both the adopted Local Plan and Draft Local Plan identify flood risk in a small area in the northern part of the masterplan area. This is located north of the High Street, affecting Victoria Street, East Street, Crown Lane and part of the railway line.

A small portion of this area between the A120 and the railway line sits in Zone 3 (High Risk). The remainder is in Zone 2 (medium risk).

The Council’s approach to flood risk is outlined in **Policy QL3 – Minimising and Managing** of the Adopted Plan and in **Policy PPL1 – Development and Flood Risk** of the Draft 2013-33 Plan. Flood Risk is unlikely to effect the proposals in this masteplan as it covers only a small section of the study area and the requirements of these polices relate to more detailed development proposals.



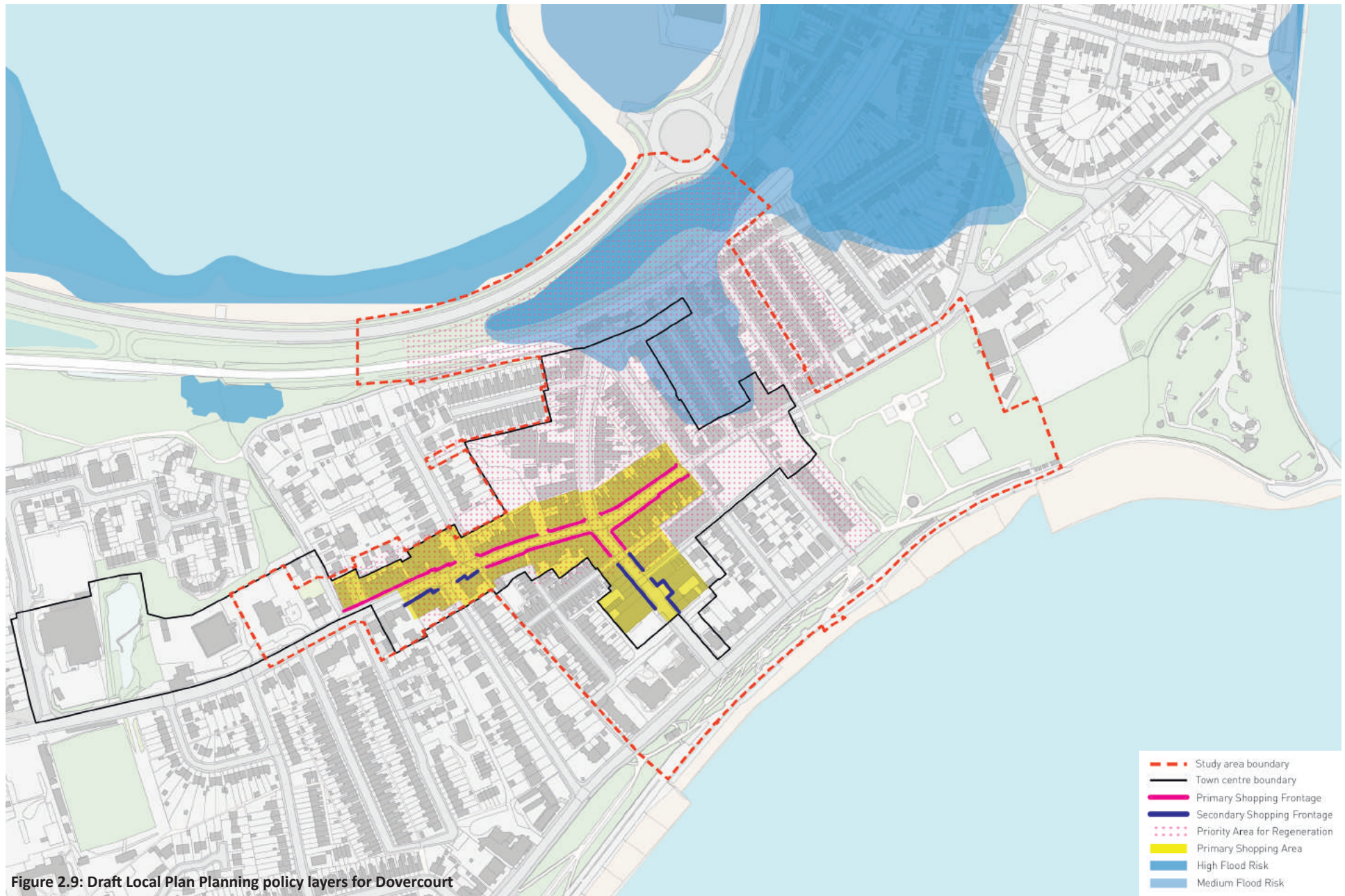


Figure 2.9: Draft Local Plan Planning policy layers for Dovercourt



## PROTECTING CAR PARKS

**Policy TR8 – Public Car Parks** of the Adopted Local Plan safeguards public car parks.

There are two public car parks in the study area – one at Milton Road and one at the train station. Policy states that these will be protected from redevelopment unless:

- It can be proven that there is no longer a need for the facility; or
- It is demonstrated that replacement facilities can be provided close by.

This designation is no longer included in the Draft Plan.

## CONSERVATION AREAS

A large portion of the study area lies within the Dovercourt Conservation Area. The conservation area designation covers the historic Orwell Terrace and adjacent Cliff Park Gardens, and an area between the High Street and railway line between Kingsway and Gwynne Road. The area has an interesting blend of 19th and early 20th century architecture.

The Conservation Area boundary remains consistent in both the Adopted and Draft Local Plans. The policy related to Conservation Areas is very similar in both plans.

**Policy EN17 – Conservation Areas** of the Adopted Local Plan states that development within a Conservation Area must enhance the character or appearance of the Conservation Area and protects

the area from insensitive development and alterations.

**Policy PPL8 – Conservation Areas** of the Draft 2013 - 2033 Plan protects historic buildings within Conservation Areas and states that new development should not be detrimental to the area.

The Dovercourt Conservation Area Appraisal (March 2006) includes a series of suggested improvements including:

- Orwell Terrace - constructing the missing southern end to enhance the area and Marine Parade as whole;
- High Street – enhancements to older properties on the High Street between Cliff Park Gardens and Station Road (dilapidated buildings on the Starlings Block have since been removed);
- A general requirement to redefine building forecourts with boundary treatments (especially along Station Road);
- Dovercourt Station – improvements to the station arrival space;
- Bagshaw Road – improvements to the alleyway from Bagshaw Road to the High Street; and
- Cliff Park Gardens – improvements to the north east corner.

## SHOPPING FRONTAGES

The Adopted Local Plan shows primary shopping frontages running along the High Street. There are no secondary shopping frontages. Retail uses along the primary shopping frontages are protected by **Adopted Policy ER33 - Non-Retail Uses Within Primary Shopping Frontages**. This policy resists change of use from A1 to A2-A5 unless under certain circumstances.

Primary shopping frontages are also identified in the Draft 2013-33 Plan. However, Secondary Shopping Frontages have also been introduced. The new Secondary Frontages can be found along Kingsway South. In addition, some of the shopping frontages from the 2007 plan at the western end of the High Street have been demoted to Secondary status. Policy related to both the Primary and Secondary Frontages is contained in **Draft Policy PP5 Town Centre Uses**. The draft policy is less prescriptive compared to Policy ER33 of the adopted Local Plan and states that shopping areas should support town centre functions and that primary shopping frontages should retain at least 70% A1 use.

Draft planning policy is shown above in Figure 2.9.



Seafront and beach



Strong attachment to town centre by local people



Existing convenience, service and leisure offer to build on

## 2.10 SUMMARY OF ISSUES AND OPPORTUNITIES

### STRENGTHS

- Much of the town centre's built fabric stems from the town's heyday as a Victorian seaside resort. This includes the grand Orwell Terrace, Kingsway Hall, the Station Building and many other buildings along the High Street and Kingsway, which offers the town centre both character and a sense of history.
- The town centre is the main retail and service centre for the local population of Dovercourt and Harwich town. It includes a number of bank branches, the post office, the library, Kingsway Hall, a discount supermarket, two pharmacies, and many independently run shops and services, cafes and takeaways, as well as a Bottle Kiln Wetherspoon Public House.
- Dovercourt has good rail and road connections with the East of England, the station is in easy walking distance of the town centre and seafront and provides hourly services to

Manningtree with connections to London, Colchester and Ipswich. The town is further accessible by buses connecting the centre with its immediate hinterland, Harwich, Clacton and Colchester.

- The town centre benefits from a number of visitor attractions in the wider area including the seafront and beach that adjoin the town centre. Cliff Park – a large open space with expansive views over Dovercourt Bay, Beacon Hill Fort, an abandoned military fort and scheduled monument, and the 19th Century Harwich Redoubt Fort, which is now a museum.
- Dovercourt is a short walk away from the better known Town of Harwich, a visitor destination where in 1620 the Mayflower sailed to take the first settlers to what is now the USA.

### WEAKNESSES

- The town centre is suffering from wider changes in the retail environment, especially online retail, as well as from competition by the Harwich Retail Park which provides a Morrisons Supermarket, a Lidl Store, a B&M Homestore, Argos and a Peacocks Store together with a Costa Cafe and McDonalds just outside of the town centre. There are enduring shop vacancies in the town centre and the expectation is for the number of vacant units to increase. There is no demand from larger national retailers to take up space within Dovercourt. This is further stifled by the lack of large retail units.
- Dovercourt's weekly street market in the High Street is unattractive and does not live up to its potential. It comprises only of a few stalls, has a limited food and takeaway offer, and lacks clear market management in terms of layout, appearance and the variety/expanse of the offer.



Poor quality public realm



Lack of care and attention to the public realm



Vacant and derelict sites indicate lack of investment

- The town centre appears dominated by vehicular traffic due to the amount of space given over to the highway and parked cars, and comparatively narrow footways, especially in the High Street.
- Some pedestrian routes into the town centre are convoluted, lead through back lands and feel unsafe, especially the route from Bathside and Grafton Road, but also from Dovercourt Beach Park via the underpass and Empire Road.
- Cycling infrastructure is poor with no evident provision in the main streets to support cycling via dedicated routes, signage or provision of cycle stands.
- Overall the quality of the public realm is poor. The prevailing use of black asphalt as the footway surface along with the pattern of past patchwork repairs looks cheap. It also fails to provide a clear visible differentiation from

the street space. Together with prominent road markings, guard rails on main junctions, and basic street furniture, this gives a sense of utilitarian street design but not of a quality pedestrian environment.

- Walking routes from the town centre to both the seafront and Cliff Park lack adequate design and sign-posting to promote these amenities and attractions as part of the town centre experience.
- The town centre lacks a public space as the focus of town centre activity and space for the community to meet, enjoy and celebrate the town centre;
- Overdominant signage, cheap materials and unsympathetic design detract from the appearance of Victorian buildings in the centre and downgrade the character of the shopping area.

- Vacant and derelict sites detract from the appearance of the town centre and provide a sense of disinvestment, especially where hoardings are dilapidated and sites are overgrown and subject to fly tipping.
- Milton Road car park is in poor structural condition and detracts from its immediate street environment.
- Overall the town centre appears unattractive and not welcoming to visitors and local people. It does not show signs of a proactive approach to town centre management.





To build on and enhance the existing character of Dovercourt



To redevelop Council assets such as the Milton Road car park as catalyst for regeneration



To support the visitor economy by enhancing Dovercourt's image and character and improving connections, signage and visitor amenities

## OPPORTUNITIES

- Repair, intensify and enhance Dovercourt's image by redeveloping eyesores and vacant sites with new housing and mixed use developments.
- Support local shops and businesses and attract additional town centre uses that can complement and strengthen the local retail, service and tourism offer.
- Bring forward a catalyst development on the Milton Road Car Park and Starlings Block sites that change the perception and image of the town and accelerates regeneration.
- Create a step change in the quality of the public realm in the centre to make the centre a more walkable and people friendly environment, and to improve its image.
- Create a new public space in the heart of the town as the focus of activities and as a place to meet, relax and spend time.
- Improve the appearance of shops and building frontages in the High Street and Kingsway to bring out the historic, fine grain and intricate character of these streets and strengthens Dovercourt's identity.
- Enhance facilities for cycling to encourage more local people onto bicycles and support cycling for leisure and health purposes;
- To support the visitor economy by continuing to promote Dovercourt and Harwich, and by improving connections, signage and visitor amenities around key attractions and the centre itself.
- Celebrate the 400-year anniversary of the Mayflower journey and establish other regular events and festivals that put Dovercourt on the map, attract visitors and reinforce local identity.
- Bring the station building back to life and animate the station environment, for example by converting it into a small workspace hub or café.
- Create a strong management arrangement for the town centre that can look effectively after the promotion, marketing, maintenance and improvement of Dovercourt town centre, and that listens to and has the support of local businesses.



Failure to attract the young generation and working families will undermine the town centre's future



If the right actions are not taken, Dovercourt could see more vacant units



Lack of funding could undermine the Council's ability to bring forward development and improvements to the town centre

## THREATS

- Failure to enhance the environment and to attract a younger generation and working families means that over time, with an aging population, businesses and shops will see less and less footfall, reinforcing the spiral of decline. Doing nothing is not an option.
- Further closure of key retail and service anchors, such as banks and the post office, could undermine regeneration efforts by further depressing the town centre.
- Increased competition from out-of town retailers would have a significantly detrimental impact on the livelihood of the centre.
- Failure to attract visitors through marketing, improving the experience and making best use of Harwich and Dovercourt's attractions, would forgo the potential of additional footfall and spending power to support the livelihood of Dovercourt.
- Lack of funding could undermine the Council's ability to upgrade the public realm and bring forward development.
- Lack of investor interest and poor market demand for retail uses and housing may affect the viability and deliverability of development proposals.
- Failure of public sector agencies to coordinate work and have a joined-up approach will undermine the ability to obtain funding and could affect the effectiveness and delivery of regeneration projects.
- Failure to engage with local businesses, voluntary organisations and grass-roots groups during the delivery of the masterplan may antagonise the very people who have an interest in the town centre and could help deliver the town renaissance.
- Focusing on capital projects alone and ignoring softer means of regeneration such as promotion, marketing, events, better town centre management, small scale interventions and meanwhile uses, could mean that the momentum generated by the masterplan is lost. Change could take too long to deliver and the centre will decline further in the interim period.
- Lack of political leadership and a clear officer mandate with dedicated resources for the implementation of the masterplan may threaten the recovery and regeneration of Dovercourt.





# 3 DOVERCOURT MASTERPLAN REVISITED

## 3.1 VISION

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Through intensive engagement with the local community the Dovercourt Rediscovered Masterplan (March 2011) set out the following vision:

*“Dovercourt will be a thriving town with an attractive High Street, a range of shops and cafes and regular street markets: a town which is proud of its heritage but also able to respond to new opportunities. A town with a high quality public realm and open spaces, stunning beaches and good connections - an attractive place to live, work, shop and visit”.*

Whilst time has moved on and the wider context to this masterplan is different from eight years ago, the Dovercourt vision remains as relevant today as it was then. It therefore was adopted as the principal objective to guide this masterplan.



Improve Dovercourt's provision and experience for families and young people





## 3.2 A NEW TOWN CENTRE PARADIGM

The conditions for town centres have become more challenging, with online shopping and retail parks increasingly competing and undermining brick and mortar shops.

### Diverse retail offer

The lessons from recent studies into high streets are that retail is likely to decline further while the service and leisure role of centres remains strong. With the growth of the coffee culture there is generally a greater demand for cafes and restaurants, as well as for a lively evening economy, entertainment and leisure uses within town centres.

### Character, amenity and sense of place

The role of centres as social meeting places will become more important. People come to town centres for a variety of reasons, such as running errands, shopping or to access local facilities. But besides these primary purposes, visits often involve other activities like meeting friends, stopping for a coffee or a bite to eat, going to a park or children's play area, or just spending time roaming the streets and spaces to enjoy the experience and to feel part of the community.

Successful urban places are a combination of many factors which must work together. A compact, characterful and quality environment with pedestrian-friendly streets and public spaces will support and be supported by a range of uses and facilities.

### Business location

Town centres increasingly promote themselves as business locations. Smaller firms and the self-employed often prefer the vibrancy of urban centres with access to facilities and amenities over out of town business parks or being isolated working from home. Providing small business hubs and incubator spaces can often tap into an unmet local demand and attract businesses into a town centre. This can support local regeneration by clustering entrepreneurial capacity and enriching social networks, generating footfall for local shops and facilities and increasing the level of local spending, while supporting local economic development and job creation.

### A place for local residents

Town centres benefit from having more people living in them or close by, as residents animate the streets during the day and evening and support local businesses. People of all ages are increasingly interested in living in lively urban areas that are close to public transport and have the convenience of eating, leisure and health facilities nearby.

Many regeneration strategies nowadays aim to intensify town centres and their immediate hinterland with new housing, especially where they are well served with public transport. They also aim to improve walking and cycling connections with established neighbourhoods to make it easy and convenient for residents to access and frequent the centre on a daily basis.

### Do nothing is not an option

People tend to exercise choice, especially those with greater spending power. In competition with other nearby centres, places that are attractive and offer an enjoyable, interesting and varied experience, while providing the usual range of town centre uses, will be preferred.

Places that fail to respond to the shifting role of town centres will become sidelined, are at risk of losing footfall and shop closure. Dovercourt is at a point where it needs to act to avoid the spiral of decline accelerating. Doing nothing is not an option.

## 3.3 TOWN CENTRE STRATEGY

The following nine principal objectives encapsulate the strategy for Dovercourt town centre's renaissance as a thriving and attractive place to live, work, shop and visit:



The town centre has potential for more work space



Enhance the offer of the town centre

# 1

## REINFORCE THE TOWN CENTRE AS THE PLACE FOR LOCAL FACILITIES AND SERVICES

- Promote uses and facilities that strengthen the comparison and convenience retail offer, and the service, civic, health, community, cultural and leisure provision in the centre.
- Listen to existing shops and businesses and respond to their concerns and suggestions;
- Prevent further expansion of the Harwich Retail Park or the development of similar out of town retail and leisure uses that undermine the town centre offer.
- Prevent the conversion of ground floor retail units to residential uses in the High Street and Kingsway, but otherwise promote a flexible approach to the provision of a wide range of non-residential town centre uses at groundfloor including workspace and employment.
- Encourage the meanwhile use of vacant properties and sites, for example with pop-up shops, community hubs, galleries, cafés and the like that create interest and animation.
- Improve the appearance and offer of the street market by bringing in an experienced market manager or operator.

# 2

## TO INTENSIFY THE TOWN CENTRE AND ENHANCE ITS ROLE AS A PLACE TO LIVE AND WORK

- Seek the intensification of the town centre with new development or the extension of existing buildings whilst ensuring a sensitive and contextual response to the local character, the typical scale and grain of the urban fabric and heritage assets.
- Promote new mixed use or housing developments that provide homes for young people, families and the elderly and help enliven the centre.
- Bring vacant spaces above shop units back to life by converting them to residential or employment uses that help animate and overlook the high street.
- Provide workspaces within the centre through the conversion of vacant shop units in peripheral locations into small office units, and by bringing the station building back into active use as an incubator and small business hub.

# 3

## ENHANCE DOVERCOURT'S CHARACTER AND STRENGTHEN ITS DISTINCTIVENESS

- Preserve and enhance heritage assets and promote sensitive renovations and interventions in buildings (listed and unlisted) that contribute to Dovercourt's character, townscape and distinctiveness, especially within but not limited to the Dovercourt Conservation Area.
- Promote and support shop front improvements in the High Street and Kingsway to better reveal the character and quality of the historic shopping parades and to strengthen the distinctiveness of these streets.
- Protect and enhance views to local landmarks within the town centre (Kingsway Hall, Queen Victoria Statue, Station Building, articulated corner buildings with turrets on Kingsway, and Orwell Road Terrace).
- Protect and celebrate long views from the town centre to Dovercourt Bay, the Stour and Cliff Park.
- Repair the urban fabric by redeveloping vacant or underused sites and eyesores (such as the Milton Road car park and the Starlings Block) that detract from the character and appearance of the town centre.
- New development to be of high quality and respect the scale, grain, building lines, materiality and spectrum of colours of the built fabric in the town centre and positively contribute to the town's existing character.



The seafront - one of Dovercourt's greatest assets



Kingsway Hall adds character to the town centre



Many buildings have a unique character



# 4

## MAKE IT EASY AND ATTRACTIVE FOR PEOPLE TO COME TO THE TOWN CENTRE BY ALL MODES OF TRANSPORT

- Provide quality, safe, direct and continuous walking routes into the centre from the immediate hinterland (especially Bath Side and the Grafton Road Neighbourhood) and neighbourhoods further away (Harwich, Upper Dovercourt, the Vineway).
- Improve the quality of the pedestrian environment and provide easy and safe road crossings that follow desire lines.
- Complement the existing cycle provision (National Cycle Route) with a network of direct and continuous local cycling routes that connect surrounding residential areas with the centre and the seafront. These should be signed along quiet streets and marked or segregated on more trafficked corridors to encourage local cycling. Cycle stands should be provided in key locations.
- Work with public transport providers to ensure public transport is an attractive, frequent and affordable means to access the town centre especially for local and disadvantaged people (such as teenagers and older people) that have no access to private modes of transport.



Provide cycling infrastructure

- Enhance the quality of the town centre parking provision, balancing parking needs in certain locations (such as the High Street) against other regeneration objectives such as improving the public realm and providing wider pavements.
- Provide electric charging points to support cleaner technologies and explore the viability of car and bike sharing provision in the centre.
- Explore the potential to establish a new sign-posted (overflow) car park for visitors to the north of the station, accessed directly from the A120 to provide capacity to respond to seasonal peak parking demands.
- Establish attractive signposted high quality circular routes for walking and cycling that connect multiple visitor attractions, including the station, the town centre, Dovercourt Beach, Cliff Park, Beacon Hill Fort, Harwich Fort and Harwich Town.



Signage can enhance the visitor experience



Improved bus stops and waiting areas

# 5

## PROVIDE A HIGH QUALITY PUBLIC REALM

- Significantly improve the quality of the public realm to lift the image of Dovercourt and enhance the pedestrian experience.
- Widen footways in the High Street and Kingsway, to support the relaxed browsing of shop fronts and to encourage social interaction, allowing people to stop and have a chat without obstructing the passage to others.
- Establish better formal and informal crossing facilities along the High Street and Kingsway and promote continuous footway treatments at side street entries that emphasise pedestrian priority and make moving easier for less able town centre visitors and prams and wheelchair users.
- Replace asphalt footway surfaces with consistent sets of pavement slabs to aesthetically differentiate the footway from the carriageway and create a sense of quality, and to enable the future maintenance of services without undermining the coherence of the footway and the quality of the street scene (currently, the asphalt is marred by unsightly patch repair after works carried out on services).



An example of a high quality street environment

- Plant trees and provide greening throughout the centre to soften the street scene, add to character, offer shade and shelter, and reduce pollution.
- Provide formal and informal seating opportunities, particularly close to junctions and on inclined streets, to allow people (especially older or less mobile people) to rest, meet and observe the street life.
- Provide a coherent palette of quality public realm furniture throughout the centre including seating, mixed recycling bins, cycle stands, signage and lighting, to enhance the image and give a sense that quality matters in Dovercourt.



Public realm interventions can improve the safety of streets and create more space for pedestrians



Attractive paving and seating areas can encourage people to stay in the town centre



# 6

## OFFER QUALITY PUBLIC SPACES THAT INVITE PEOPLE TO STAY

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- Create a new public space in the heart of Dovercourt as the focus for the community and public life. The space should have a high quality and distinctive design, be inclusive and provide a wide range of open space amenities, offer flexible areas to accommodate a regular street market, festivals and events, and deliver a step change in the image of the town.
- Integrate Dovercourt Beach and Cliff Park as part of the town centre offer, by connecting them with quality and legible routes, providing appropriate signage and ensuring their continued quality and amenity;
- Along key routes, such as the High Street and on Kingsway, seek opportunities for well designed pocket spaces for people to meet, sit down and enjoy the town centre. These should provide a bespoke design with formal or informal seating, landscaping and lighting, and contribute to the town's distinct character.
- Provide opportunities for formal and informal play in the public realm to cater for children and promote an active engagement with the urban space. Public art will encourage animation, interest and an element of surprise in the town centre.



Public seating with an integrated feature tree



Public space can encourage people to stay in the town centre



The public space could be home to an enhanced street market



# 7

## SUPPORT SMALL INTERVENTIONS TO ANIMATE THE CENTRE, BRING QUICK IMPROVEMENTS AND CATALYSE CHANGE

- Some problems in urban places require small interventions such as improving a road crossing, providing a bench on a slope for older people to rest, adding greenery or painting a wall to freshen up the street scene. They could also include pop-up shops, community projects or temporary public realm interventions.
- Small interventions can also be time limited, for example trying out a different highway layout (with cones, pot plants, artificial grass, deck chairs and street art), with temporary road closures or replacing parking bays with parklets (offering a mini park with seating and greening next to the footway).
- Sometimes what starts as a temporary intervention changes how people see and use a place, helping to overcome initial concerns or objections, and can instil support that leads to a permanent solution. Small interventions often can make a real impact on attractiveness, enjoyment and the image of a town centre despite being incremental, small scale and low budget.



Even a little bit of green space can make people feel more comfortable and at home



Low cost public art can help to animate a space

- They may be initiated by local activists who deeply care for their place and know how to organise the community and get things done. They could also come from business groups or the local authority itself. However, an inflexible approach by the relevant authorities and lack of resources are typical impediments for small interventions coming forward.
- Tending Council should realise the potential of small-scale interventions for the improvement of Dovercourt Town Centre and the wellbeing of the local community. Small interventions should be supported where possible both in terms of the regulatory framework as well as through provision of resources. A dedicated contact person for small scale interventions should be identified that can help facilitate these projects.



Temporary uses can bring vacant units back to life

# 8

## EFFECTIVE MARKETING AND PROMOTION OF THE TOWN CENTRE

- A dedicated web page and instagram presence ([www.historicharwich.co.uk](http://www.historicharwich.co.uk)) has already been established that promotes Harwich and Dovercourt Bay as a tourism destination and hosts the Mayflower 400 programme.
- Expand on this ongoing work and carve out a special role and brand identity for Dovercourt town centre, focusing on tourism but also catering for local residents.
- Marketing strategies could include:
  - An extension to the website and expansion of its social media presence (facebook/ twitter) that primarily targets local people and provides information about Dovercourt's (and Harwich's) offer, local businesses and facilities, news and information, events, promotions and a platform for 'Dovercourt talk'.
  - Holding regular events and festivals that become synonymous with the town centre, and attracts locals as well as visitors. Events could include music or an open air cinema in Cliff Park, water sports or competitions on the



Attractive signage can improve the visitor experience

beach and food themed market events in the high street. The 2020 Mayflower celebration could also become a big draw for Dovercourt. Rewarding regular town centre customers, with a reward schemes.



Organising festivals can help to put Dovercourt on the map



Regular events and effective marketing can bring more visitors to the town

- Providing signage and plaques with information about the town centre.



# 9

## MANAGE THE TOWN CENTRE

- Look after the town centre and ensure it is clean, safe, well maintained, and a welcoming place overall.
- Undertake promotion and marketing;
- Make the most of seasonal events and celebrations with decorations such as Christmas lights and flowers.
- Organise markets, events and festivals;
- Offer a point of contact for businesses and a lobbying platform for town centre interests with the Council and other agencies.
- Oversee town centre activities, engage with businesses and the community, and help with the resolution of issues and conflicts.
- Town centre management could be undertaken by the Council in partnership with local businesses.

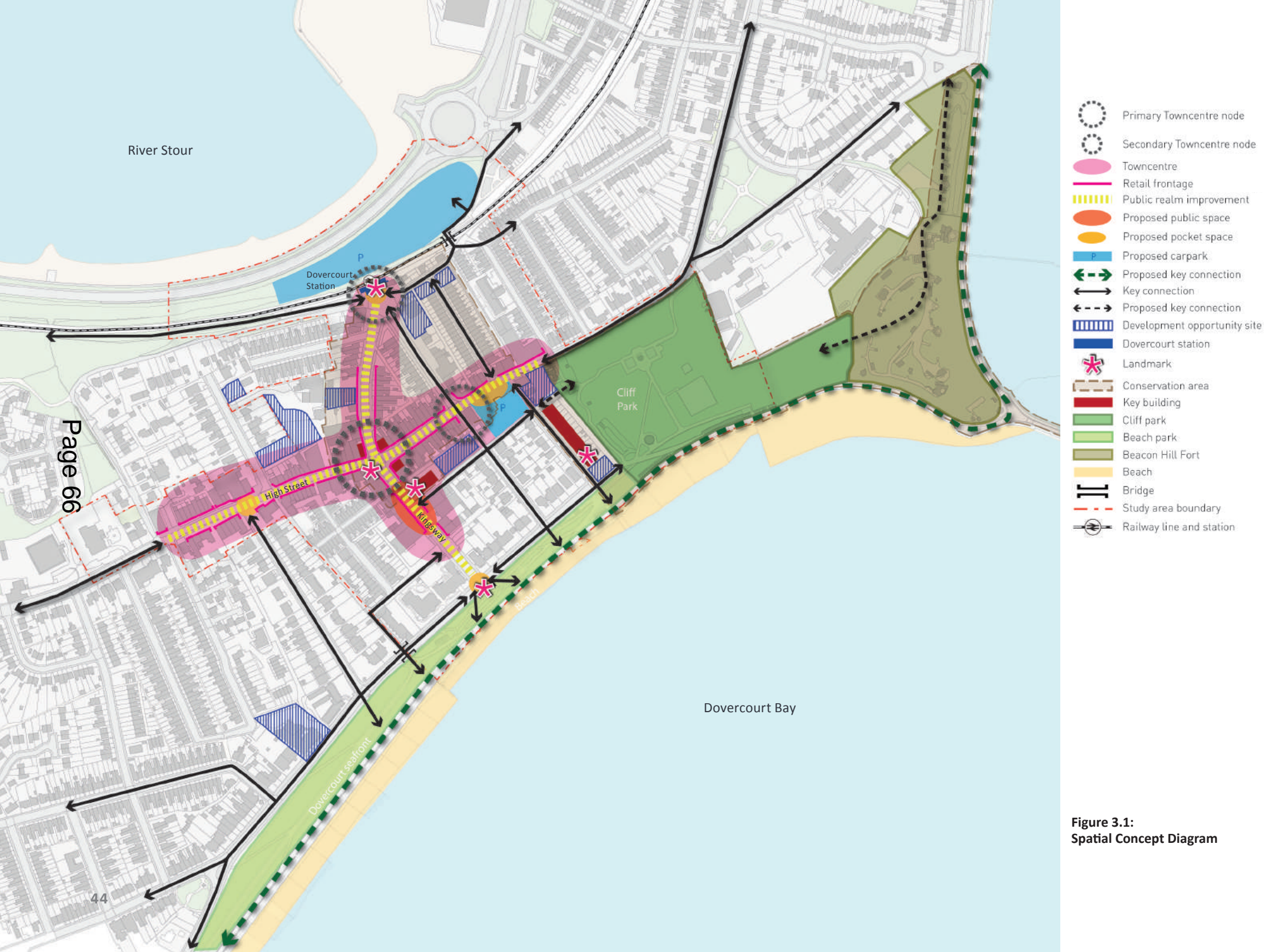


Manage the appearance of the town centre, for example by dressing up site hoardings



Maintenance is key to an attractive environment





- Primary Towncentre node
- Secondary Towncentre node
- Towncentre
- Retail frontage
- Public realm improvement
- Proposed public space
- Proposed pocket space
- Proposed carpark
- Proposed key connection
- Key connection
- Proposed key connection
- Development opportunity site
- Dovercourt station
- Landmark
- Conservation area
- Key building
- Cliff park
- Beach park
- Beacon Hill Fort
- Beach
- Bridge
- Study area boundary
- Railway line and station

**Figure 3.1:**  
Spatial Concept Diagram

## 3.4 SPATIAL CONCEPT

Spatial proposals of the town centre strategy are represented in the concept diagram (Figure 3.1). The diagram shows the principal elements of the town centre, key connections and other proposed interventions.

### Dovercourt town centre

This area is the focus of town centre activities and where mixed use development should be promoted. The concept diagram identifies the extent of the town centre with its retail frontages. Ground floor frontages should be generally active in this area, including retail, services, restaurant, leisure and employment uses. New residential ground floor uses should not be permitted along the High Street and Kingsway at locations within the town centre.

### Town Centre Nodes

Three nodes are identified where key movement routes come together. These are at the junction of the High Street and Kingsway (which is the main crossroad in the town centre) at Bath Road, and at the railway station. Each of these nodes is a place where people naturally congregate. They should offer a high quality public realm, potential for people to sit, and enable pedestrians to cross roads along desire lines. As decision-making points, the built form around these places should be legible and distinctive.

### Public realm improvements

Public realm improvements are proposed along the High Street and Kingsway, to create a high quality pedestrian environment in the centre of the town and enhance its character and appearance (see section 3.7).

### Key Connections

The concept plan identifies important approach routes into the centre, via Cliff Park and Dovercourt Beach. Key connections should provide a quality environment for pedestrians that is overlooked and well defined by development.

Two new connections are proposed. The first connects Milton Road with Cliff Park to enable direct access to the park from Kingsway and open up a new leisure route. The second is a proposal to provide better access to Beacon Hill Fort from Cliff Park to better integrate these spaces. The Beacon Hill Fort is a potential new visitor destination and opportunities should be sought to provide public access and connect this in the circuit of leisure routes, especially with Cliff Park.

### Public spaces

A new public space is proposed on Kingsway outside Kingsway Hall and the library to act as the focus for the community and for public life. The space could accommodate a regular street market, festivals and events, and deliver a step change in the image of the town.

Four pocket spaces on key routes are proposed for people to meet, sit down and enjoy the town centre. These are located at the station, at the Queen Victoria Statue, on the High Street west of Orwell Road (adjoining the proposed new town centre car park), and at the intersection with Hill Road as a resting space on the hill slope.

### Car parking

Two new car parking locations are proposed. A surface car park on the Starlings Block provides replacement spaces for the redevelopment of the Milton Road car park that is reaching the end of its life.

There is potential to open up a site to the north of Dovercourt Railway Station (accessed from the A120) as a new car visitor/overflow carpark to cater for peak demand. Both car parks would help to bring footfall through more peripheral parts of the High Street and Kingsway respectively, and support businesses and town centre vitality more widely.

### Heritage, landmarks and views

The concept diagram identifies a number of designated heritage assets and key landmarks that contribute to Dovercourt's character and distinctiveness. They should be preserved and enhanced and views to landmarks need to be protected from intrusion by unsympathetic development. Development within the historic part of the centre, and especially within the Dovercourt Conservation Area, will need to be sensitive and respond appropriately to the townscape, the dominant existing materials and fine grain of the context.

### Development opportunities

The plan identifies a number of vacant and under-used sites that present opportunities for development and in so doing, the repair of the urban fabric (see section 3.6). Mixed use developments with active ground floor uses should be provided within the town centre and on the seafront to animate streets and generate footfall. Residential development is proposed in more peripheral locations.

The station building offers the opportunity for conversion into a workspace hub to bring new life into this building and prevent it from further dereliction, while also creating a focus for local employment.





- KEY**
- New pavement
  - Parking/loading bay
  - Parking bay
  - Raised side street entry
  - Raised table junction
  - Footway cross over
  - Pedestrian/Cycle path
  - Public space surface
  - Landscaping
  - Community garden
  - Proposed street trees
  - Proposed feature trees with circular benches
  - Private garden
  - Private yard space
  - Proposed development footprint
  - Station workspace hub
  - Seating object
  - Feature lighting
  - Bench
  - Circular bench around tree
  - Public art with seating
  - Enhanced Queen Victoria statue
  - Market stall
  - Bus gate
  - Pedestrian crossing
  - Landscaping
  - Drop off place
  - Cycle parking

**Figure 3.2:**  
Illustrative Masterplan



### **3.5 ILLUSTRATIVE MASTERPLAN**

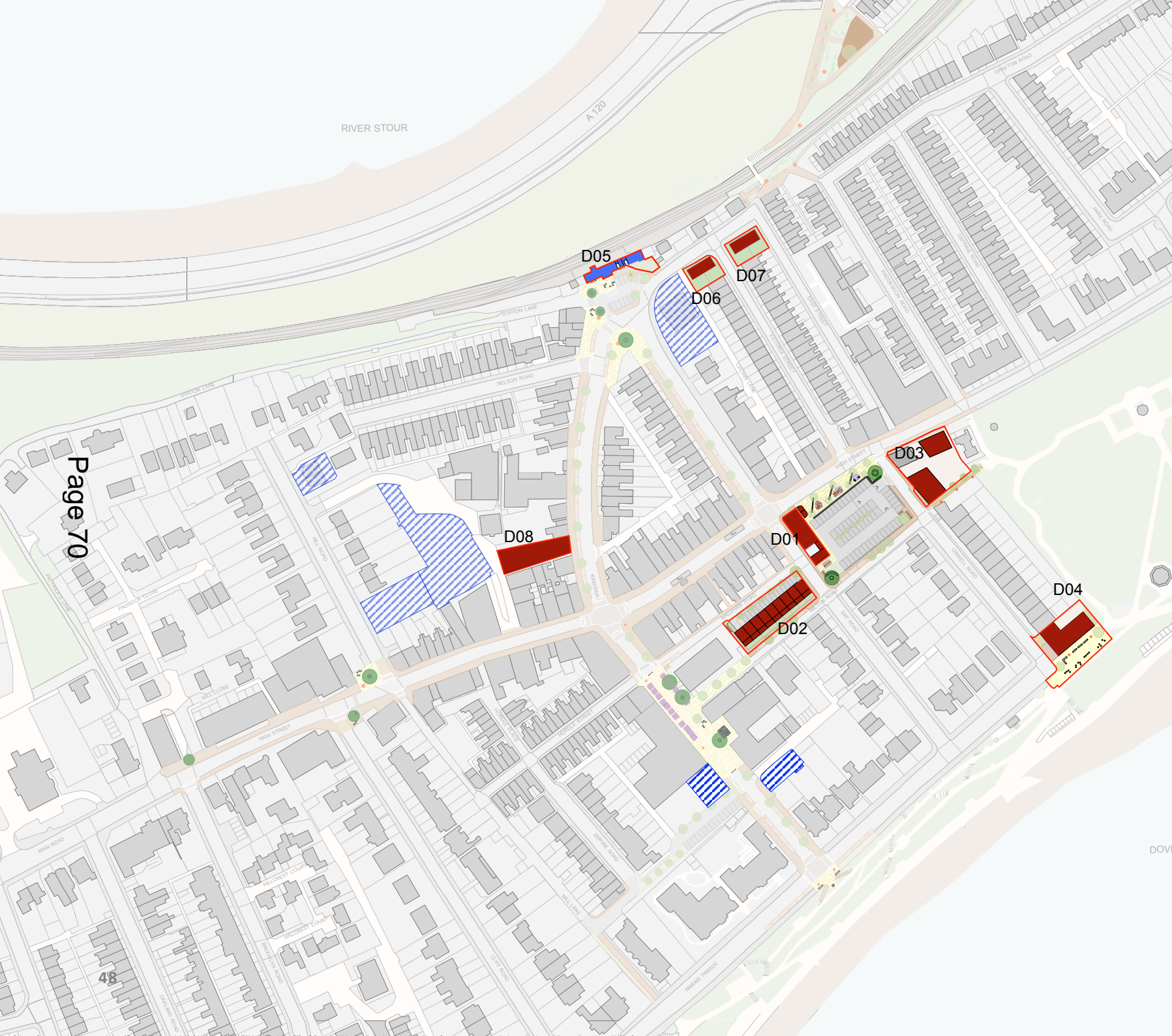
Based on the concept plan, an indicative masterplan has been prepared that illustrates with a bit more detail how Dovercourt could be regenerated.

The illustrative masterplan shows in principle design solutions showing how development sites could be brought forward and public realm improvements could be implemented. It provides an array of proposals that have been developed to understand the potential for change. The cost and viability implications for key sites are also examined.

The illustrative masterplan is shown in Figure 3.2.



Artist illustration of the proposed new public space in Kingsway



- KEY**
- New pavement
  - Parking/loading bay
  - Parking bay
  - Raised side street entry
  - Raised table junction
  - Footway cross over
  - Pedestrian/Cycle path
  - Public space surface
  - Landscaping
  - Community garden
  - Proposed street trees
  - Proposed feature trees with circular benches
  - Private garden
  - Private yard space
  - Proposed development footprint
  - Other potential sites
  - Station workspace hub
  - D01 Development site boundary with site code

**Figure 3.3:**  
Development opportunities

## 3.6 DEVELOPMENT OPPORTUNITIES

The illustrative masterplan identifies a number of development opportunities in the study area that are important for the regeneration of Dovercourt. These are identified in Figure 3.3.

Generally these are underused, vacant or derelict sites which detract from the image of the town centre and the quality of the pedestrian environment in their vicinity. Redeveloping these sites would repair the urban fabric, deliver new activities and housing, establish a sense of enclosure and animation along streets and breath new life into the town centre.

A few of these sites are in the ownership or under the control of the Local Authority whilst the majority are privately owned. Tendring Council should actively engage and work with landowners to explore how these sites could be brought forward for development, and how they could support the regeneration of the town centre.

A number of development scenarios for the Milton Road Car Park site and the Starlings Block were developed and tested as part of this masterplan work. The preferred option for these sites are included in the illustrative masterplan and is described below.

### Key development opportunities

**D01** Starlings Block West – Opportunity for the development of the corner plot on the western end of the Starlings Block with a mixed-use building that provides active ground floor uses towards the High Street and animate the corner with Bath Road. The height of development should mirror heights in the High Street of three storeys plus a roof or set back storey. The remainder of the

Starlings Block is proposed to be developed as a new town centre car park (see next section 3.7);

**D02** – Redevelopment of the Milton Road Car Park with a residential scheme, to establish a positive frontage and enclosure onto Milton Road and enhance the setting of Kingsway Hall. This could take the form of three storey townhouses above a shared undercroft private car park. In addition, the scheme should aim to reprovide a minimum of 15 public car parking spaces on Bagshaw Road;

**D03** – Opportunity to redevelop the private car park with a mixed-use building that re-establishes the frontage onto the High Street and Orwell Road. A new public pedestrian connection between Milton Road and Cliff Park should be established as part of this development. The development needs to provide a sensitive contextual response to the adjacent historic buildings, including the listed Orwell Terrace and Cliff Park. Heights should not be more than 3 storeys with a set-back or roof storey. Car parking should be integrated within the development and not visually dominate the public realm or park;

**D04** – Opportunity to redevelop the derelict corner plot on Orwell Road with a building that forms an appropriate response and ending to Orwell Terrace. With high quality architecture the building should respond to its exposed location at the end of Marine Parade, overlooking Dovercourt Bay and leading into Cliff Park. The development should be residential led, with the possibility of an active ground floor use, such as a café or restaurant that can benefit from footfall along the seafront and into Cliff Park, as well as from a magnificent south facing outlook over the seafront. There is an opportunity

to provide outside seating terraces and establish a new waterfront destination in Dovercourt. Upper floor uses could include new homes or holiday lets. Heights should be sympathetic to Orwell Terrace and not higher than four storeys plus a roof/set back storey;

**D05** – Opportunity to refurbish the Station Building and bring it back into use to help animate the station environment. A potential future use could be as a co-working space that provides rented desk space, a meeting room and a café. A bicycle rental station and a tourism information point could also be considered.

**D06 and D07** – Opportunity to redevelop the two derelict sites on either side of Victoria Street with housing. Buildings should front onto Station Road, define and animate the street space, and turn the corner into Victoria Street. Heights to be no more than two storeys plus a setback or roof storey;

**D08** – Opportunity to bring the former amusement arcade back into life with an active ground floor use, such as a retail unit, café, restaurant or leisure use, perhaps with residential above. The site has been subject to a planning permission and this is expected to be delivered in 2019.

### Potential other development opportunities

In addition to the above, the Development Opportunity Plan in Figure 3.3 identifies other development opportunities that, albeit not critical for the regeneration and enhancement of the town centre itself, could be brought forward with housing or mixed use development to contribute to the intensification and animation of Dovercourt.





- KEY**
- New pavement
  - Parking/loading bay
  - Parking bay
  - Raised side street entry
  - Raised table junction
  - Footway cross over
  - Pedestrian/Cycle path
  - Public space surface
  - Landscaping
  - Community garden
  - Proposed street trees
  - Proposed feature trees with circular benches
  - Private garden
  - Private yard space
  - Proposed development footprint
  - Station workspace hub
  - P01 Public realm improvement boundary with project code
  - Seating object
  - Feature lighting
  - Bench
  - Circular bench around tree
  - Public art with seating
  - Enhanced Queen Victoria statue
  - Market stall
  - Bus gate
  - Pedestrian crossing
  - Landscaping
  - Drop off place
  - Cycle parking

Figure 3.4:  
Proposed public realm  
improvements

## 3.7 PUBLIC REALM IMPROVEMENTS

### PUBLIC REALM PROJECTS

Based on the understanding of Dovercourt, the vision and spatial concept, and in discussion with the Council, high level concepts for the improvement and design of the public realm were developed. The preferred public realm improvement scenario, broken down into projects, is presented in Figure 3.4.

Proposed public realm projects are conceptual and indicative at this stage. They do not constitute design schemes for construction purposes. The purpose of this design is to illustrate the aspiration and scope of potential projects and to obtain an understanding of potential costs and other delivery implications.

Proposals are presented as the precursor to more detailed work that will need to be undertaken including transport modelling, impact assessments, and engagement with relevant stakeholders. Delivery will be subject to the decision by the relevant Highway and Regeneration authorities and to the availability of funding.

#### Objectives

The principal aims for public realm improvements are to:

- Enhance the connectivity, directness and safety of pedestrian routes;
- Provide a higher quality pedestrian and cycling environment;
- Offer amenities for people to ensure that staying in and moving around the town centre is easy, enjoyable and interesting; and
- Improve the overall image and perception of the town centre.

#### Public realm improvements

The following streets and junctions were identified for public realm improvements:

- High Street
- Kingsway
- Station Road
- Part of Milton Road
- Part of Empire Road and Mill Lane (link from Kingsway to the seafront via underpass)

#### Town Centre Car Park

A new surface car park is proposed on the Starlings Site that transforms this vacant and derelict site into a positive space in the town centre. The car park provides replacement parking for the Milton Road car park in a friendlier surface level format, and helps to generate footfall along the High Street and into Kingsway via Milton Road.

The design also provides a new pocket space along the High Street with opportunities for landscaping, seating and play. It also includes the provision of new public toilet facilities.

#### Kingsway Public Space

A new public space is proposed outside Kingsway Hall. This would create a new focus in the centre and a new place for the street market, as well as for festivals and events. The space would require the closure of the central section of Kingsway South, however a retained bus-service (using bus-gates) and out of hours servicing could in principle be accommodated as part of the design. If the street market would move into this space the closure of the High Street for traffic on Friday's would no longer be necessary.

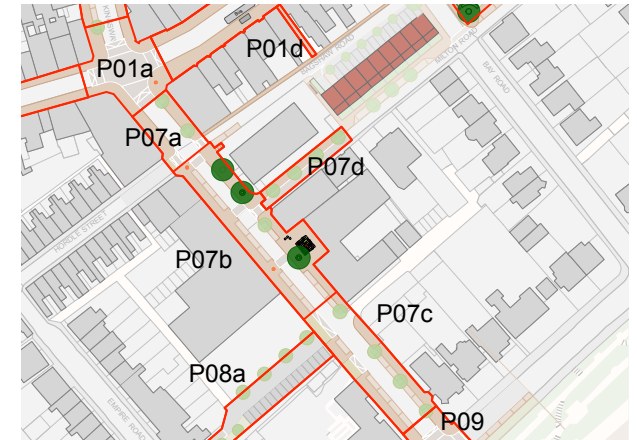


Figure 3.5:  
Fall-back scenario for Kingsway

Given the role of Kingsway in the vehicular street network a fall back option (Figure 3.5) was looked at that kept the street open for general traffic. Interventions in this scenario are limited to the widening of footways and improvement to the public realm. Whilst this would deliver an enhanced street scene, it does not have the catalytic and transformative impact of the new public space, neither would it be suitable as a new market location.

#### Pocket spaces

Other proposals include the creation of pocket spaces on the High Street, a new plaza outside the station, and an improved setting for the Queen Victoria Statue on the southern end of Kingsway.

## PUBLIC REALM PRINCIPLES

A number of important public realm design principles were developed as part of this study that should be used to guide any public realm improvements in the town centre.

### Removal of Guardrails

Where not absolutely necessary on safety grounds, guardrails should be removed to provide more footway space, greater flexibility for people to cross, and to enhance the image and quality of the street scene.

### Increased footway width

Where possible footway width should be increased by narrowing the road space to a minimum requirement to provide more space for people to move through at different speeds and direction, to enable people to stop, meet and browse shop windows, and to limit footway conflicts outside entrances. Gains in the size of the footway may also allow the provision of benches or informal seating for people to rest, meet others and watch the world pass by.

### Continuous footway treatment

Along the main movement routes, road entry treatments are proposed that continue footways across the mouth of side streets with a level surface. This allows an easier and barrier free movement, especially for buggies, wheelchair users and people with reduced mobility. It also clearly indicates to drivers that they are crossing a footway and need to adjust their speed and driving style appropriately, making it safer for pedestrians.

### Raised table-top junctions

At the intersection of the High Street with Kingsway Road and Station Road it is proposed to raise the junction to the footway level and introduce a different coloured road material. This will make the crossing of these junctions easier for pedestrians, slow traffic down, signal to drivers that greater attention is required and overall make this a safer environment. At Kingsway, a diagonal pedestrian crossing could be facilitated within the existing all green pedestrian light phase.

### Street parking and servicing

On-street parking is removed from the central section of the High Street to facilitate the creation of wider footways. The existing bus stops are retained. Car parking is proposed to be formalized within side streets with delineated bays interspersed by tree planting and junction build outs to reduce the width of streets and allow easier informal crossing by pedestrian. Where appropriate, car parking and/or loading bays could be raised to the level of the footway to become natural footway extension when they are not in use.

### Introduction of street trees

It is proposed to introduce tree planting along the main streets, including larger feature trees in public spaces, to provide a green and friendly environment. Trees in the urban environment provide numerous benefits including improved air quality, dampening of ambient noise, shading and cooling overheated town centres in the summer. They have also been shown to aid mental health and generally make people feel happier and healthier. Feature trees can include Common Oak trees and Birch (*Betula* sp.). Benches underneath trees can provide welcome seating places to rest and meet. Street trees should be planted at regular intervals along Kingsway and Station Road. Street tree species could include *Sorbus* sp. or Turkish Hazel.



Street trees can create a healthier environment



### New street and feature lighting

New feature lighting in key locations will improve lighting levels in the town centre and improve energy efficiency, while emphasising certain areas or aspects of buildings and other features in the town centre. This will contribute to character and ambience and create a more attractive town centre during the evening and night. Feature lighting could include special lighting columns that provide a contemporary response to the historic town centre, as well as the uplighting of trees and buildings.

### Public realm furniture

Throughout the town centre a consistent palette of quality public realm furniture should be provided, including benches, informal seating objects, bins and cycle stands.



Attractive benches can greatly enhance a space

### Surface materials

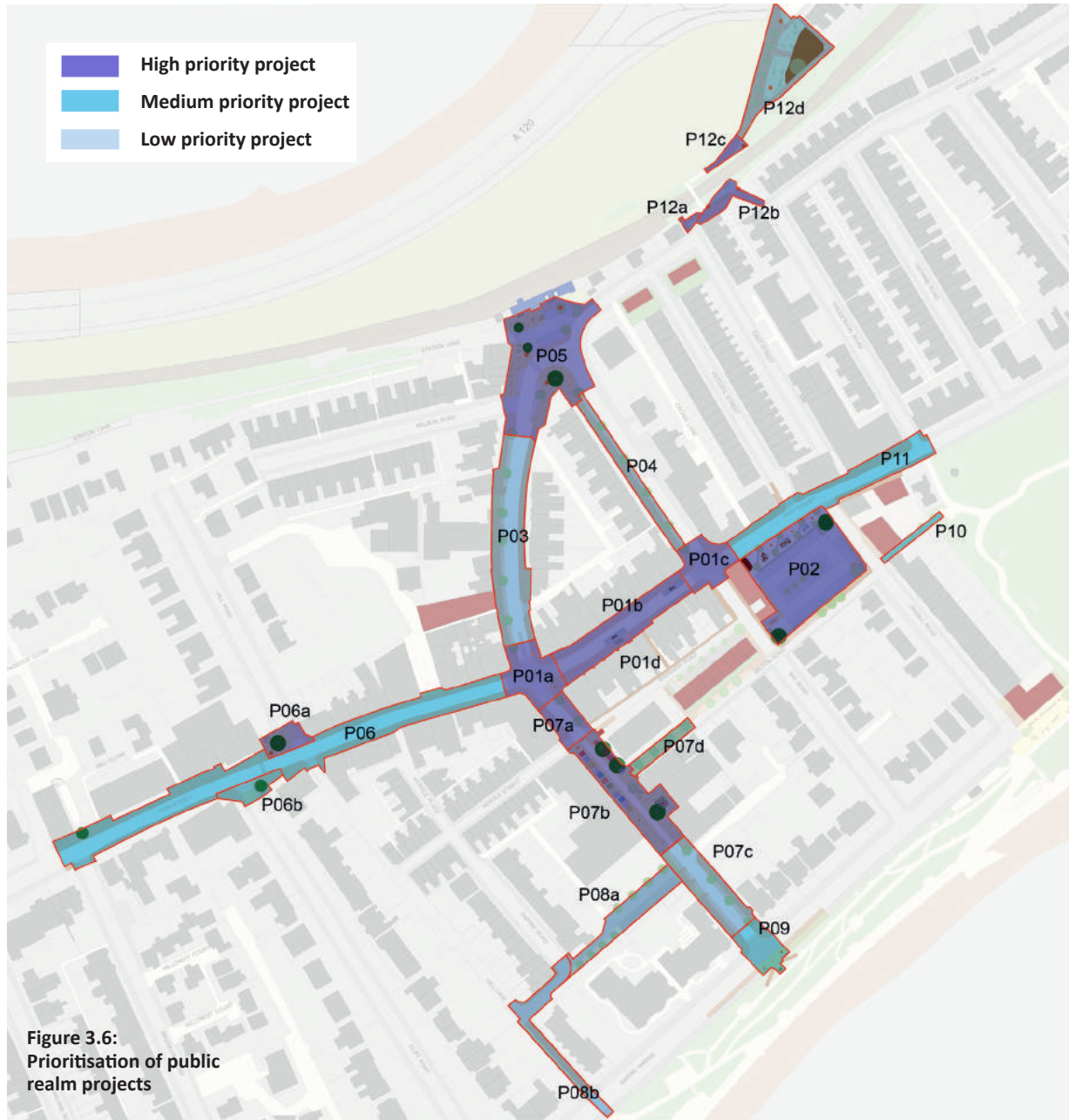
A coherent set of quality surface materials should be provided throughout the town centre. The design and specification should respond to the function and importance of the public realm in the town centre. Conventional concrete footway pavement is appropriate in most of the streets, while a more diverse and higher quality specification should be used in public spaces where it contributes to quality, sense of place and distinctiveness. Materials should complement the surroundings with the use of materials suitable to the historic setting. High quality and durable paving material is paramount to ensure the long term quality of the public realm.

The following paving materials are considered suitable:

- **‘New footway pavements’** to replace existing asphalt surfaces with large format concrete paving slabs of a rectangular format, laid in a 2/3rd, 1/3rd staggered bond perpendicular to the carriageway for a clean regular look;
- **‘New public space pavement’** constituting smaller rectangular or square paving slabs with variation in colour and feel (concrete, tumbled concrete or granite sets), laid in an alternating striped or circular pattern, providing emphasis to public spaces. This could include occasional colour accents with sets of different colours, such as glazed dark blue paving that is present already in the alley off Bridge Street; Kerbs – existing grey granite kerbs should be retained

and any replacement kerbs should blend in with the existing kerbs in terms of materials, appearance and size. For secondary routes, where granite kerbs are not in existence, a silver grey lightly textured conservation style concrete kerb should be used;

- **Carriageway** – new asphalt wearing course should be applied to streets where the public realm has been improved. This should include use of coloured aggregate or tinted bitumen, subject to relevant highway specifications, for raised table top junctions or pedestrian crossings. Designated crossings should be paved in an alternative material such as tumbled concrete or granite sets. This should raise awareness of both car owners and pedestrians that these areas should not be considered as traditional road environments and traffic speeds need to be reduced.



Project Code	Project Name	Priority
P07b	Kingsway South: Public space outside Kingsway Hall and Library	high
P02	Starlings site: Car park and public space	high
P05	Station Forecourt: Public space and public realm improvements	high
P01a	High Street and Kingsway Junction: Public realm improvements	high
P01c	High Street and Station Road Junction: Public realm improvements	high
P06a	High Street West: Pocket space	high
P01b	High Street Centre: Public realm improvements	high
P07a	Kingsway South: Public realm improvements	high
P12a	Railway Bridge: Improved access to steps and landscaping	high
P12b	Grafton Road: Improved pedestrian link and landscaping	high
P12c	North of Railway Bridge: improved pedestrian link and landscaping	high
P06b	High Street West: Pocket space	medium
P06c	High Street West: Public realm improvements	medium
P11	High Street East: Public realm improvements	medium
P10	Creation of pedestrian link from Milton Road and Cliff Hill Park	medium
P09	Queen Victoria Statue: Improvements to the setting of the statue	medium
P12d	Ingestre Street: Enhancement of open space	low
P03	Kingsway North: Public realm improvements	low
P04	Station Road: Public realm improvements	low
P07c	Kingsway South: Public realm improvements	low
P07d	Milton Road: General enhancement and closure to traffic	low
P01d	Backshaw Link: Repaving and enhanced lighting	low
P08a	Connection between Kingsway and Empire Road: formalise and improve route	low
P08b	Mill Lane: Improve path and underpass	low

## PRIORITISATION OF PUBLIC REALM PROJECTS

For each public realm project a high level cost estimate was prepared to provide the Council with an understanding of likely costs.

Funding will be unlikely to be available for the entire suite of public realm projects. Therefore public realm projects have been prioritised against their potential to support the regeneration of Dovercourt.

The appraisal considered the extent to which each project would contribute to the regeneration objectives including the transformation of Dovercourt's image, the delivery of improved environments for regular town centre users and visitors, the variety of open space on offer, and wider regeneration benefits such as supporting existing businesses and attracting new footfall. Projects were prioritised as high, medium and low priority.

Figure 3.6 shows a plan with project priorities together with a table summarising each projects priority.

### High Priority Projects

High priority projects are critical for the regeneration of Dovercourt. They will have a transformative impact, act as catalyst and bring major improvements to residents and visitors. Their delivery should be pursued with urgency.

The following high priority projects were identified:

- Delivery of a new surface car park and associated public space on the Starlings Block - providing a much improved car park and unlocking the

- re-development of the Milton Road Car Park.
- Delivering a new public space outside Kingsway Hall and improvements to Kingsway (south) - establishing a new focus and open space amenity in the centre.
- Improvement of the central section of the High Street between and including the junctions with Kingsway and Station Road - significantly enhancing the quality and appearance of the primary shopping area.
- Transformation of the space outside the railway station - giving space back to pedestrians and enhancing the arrival experience at the station;
- Enhancing the directness and safety of the pedestrian route to Bath Side and Grafton Road - significantly improving the main connections with these residential areas.
- Creation of a pocket space at the corner of the High Street with Hill Road - to celebrate the western end of the High Street and provide a place to rest on the hill slope.

### Medium Priority Projects

Medium priority projects are equally important to the regeneration of Dovercourt as they improve important parts of the street scape in the town, albeit in more peripheral locations. Budget permitting, they should be delivered jointly with high priority projects or shortly thereafter.

Medium priority projects include:

- Public realm improvements of the High Street to the west of Kingsway - improving the pedestrian environment and image of this local shopping street.

- Public realm improvements to the High Street to the east of Bath Road - enhancing the approach into the centre from the east and complementing the interventions on the Starlings Block.
- Connecting Milton Road with Cliff Park - opening up a circular route that better integrates the park with the centre.
- Improvement of the space around Queen Victoria Statue - creating a pocket space and enhancing the setting of this listed structure.

### Low Priority Projects

The remaining public realm projects are considered low priority. Although by themselves less critical to the regeneration of Dovercourt they remain important as they upgrade the street scene by connecting streets and contributing to an overall coherent image and appearance throughout the centre.

Projects in this category include the public realm improvements of remaining parts of Kingsway, Station Road, Milton Road, the route from Kingsway to Dovercourt Bay via the underpass, and improvements to the open space on Ingestre Street.

More information on specific public realm projects are included in Chapter 4 of this report.







## 4 TWENTY REGENERATION PROJECTS FOR DOVERCOURT

The masterplan has set out a town centre strategy that identifies a great number of ideas, proposals and initiatives for the regeneration of Dovercourt Town Centre.

A catalogue of twenty key regeneration projects has been compiled. The array of projects include the redevelopment of sites such as the Milton Road Car Park, the provision of new town centre car parks, public realm improvements throughout the town centre, shopfront improvements, the reanimation of the station, improvements to the street market, a signage strategy, meanwhile uses, a programme of festivals and events and the establishment of a dedicated town centre management organisation.

Each project includes a project description and identifies delivery partners. It also ranks the regenerative impact of each project as Transformative, Very High, High or Moderate, to aid the prioritisation of projects.

The catalogue of twenty projects is aimed at informing the Council as well as potential delivery partners and the wider public of the opportunities for regeneration. It seeks to provide guidance and direction, but also to stimulate initiatives and activism, especially around the concepts that could be taken on by local businesses or the community.

Regeneration does not happen by itself. It requires a concerted effort and collaborative approach by the public, private and voluntary sectors, working together with the community to make change happen.



# PROJECT 1 STARLINGS BLOCK DEVELOPMENT

## PROJECT DESCRIPTION

Development of a surface car park on the vacant Starlings Site to replace the Milton Road public car park (68 spaces). The new car park has a capacity of 59 parking spaces including six disabled spaces. Together with the redevelopment of the Milton Road car park (Project 02), which delivers 15 spaces on Bagshaw Road, this provides a total of 74 spaces. Surplus spaces will allow the removal of car parking spaces from the High Street to enable public realm improvements (Project 03).

The car park access and egress is from Orwell Road. The car park would be level with the High Street and due to the level difference a retaining wall and balustrade is provided along Orwell Road and Milton Road. Access stairs to the car park are located on Milton Road, both on the corner with Orwell Road and with Bay Road. Electric vehicle charging points should be provided.

Between the car park and the High Street a new linear public space is provided. This provides benches, tree planting, landscaping and children's timber play equipment. A public toilet facility is located at the western end of the space. A large feature tree with a circular bench beneath marks the eastern end of the public space.

A green pocket space with another feature tree and timber bench enhances the street scene at the corner of Milton Road with Bath Road. A green wall is proposed along the western edge of the car park to visually enhance the outlook from the car park towards the party wall of the existing building.



Existing view of Starlings Block site



Figure 4.1: Location plan



Figure 4.2: Proposals for Starlings Block and Milton Road car park - oblique view



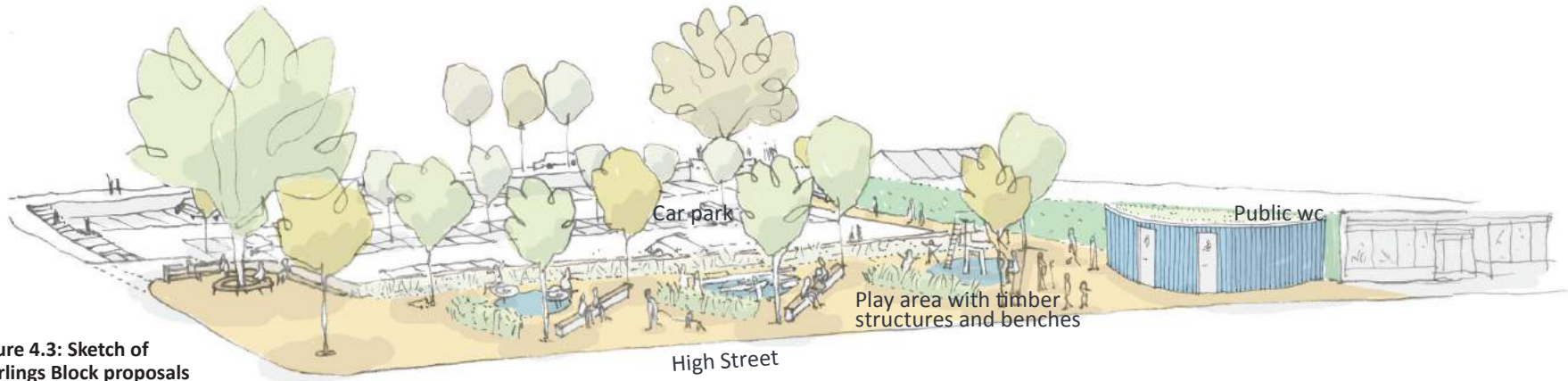


Figure 4.3: Sketch of Starlings Block proposals

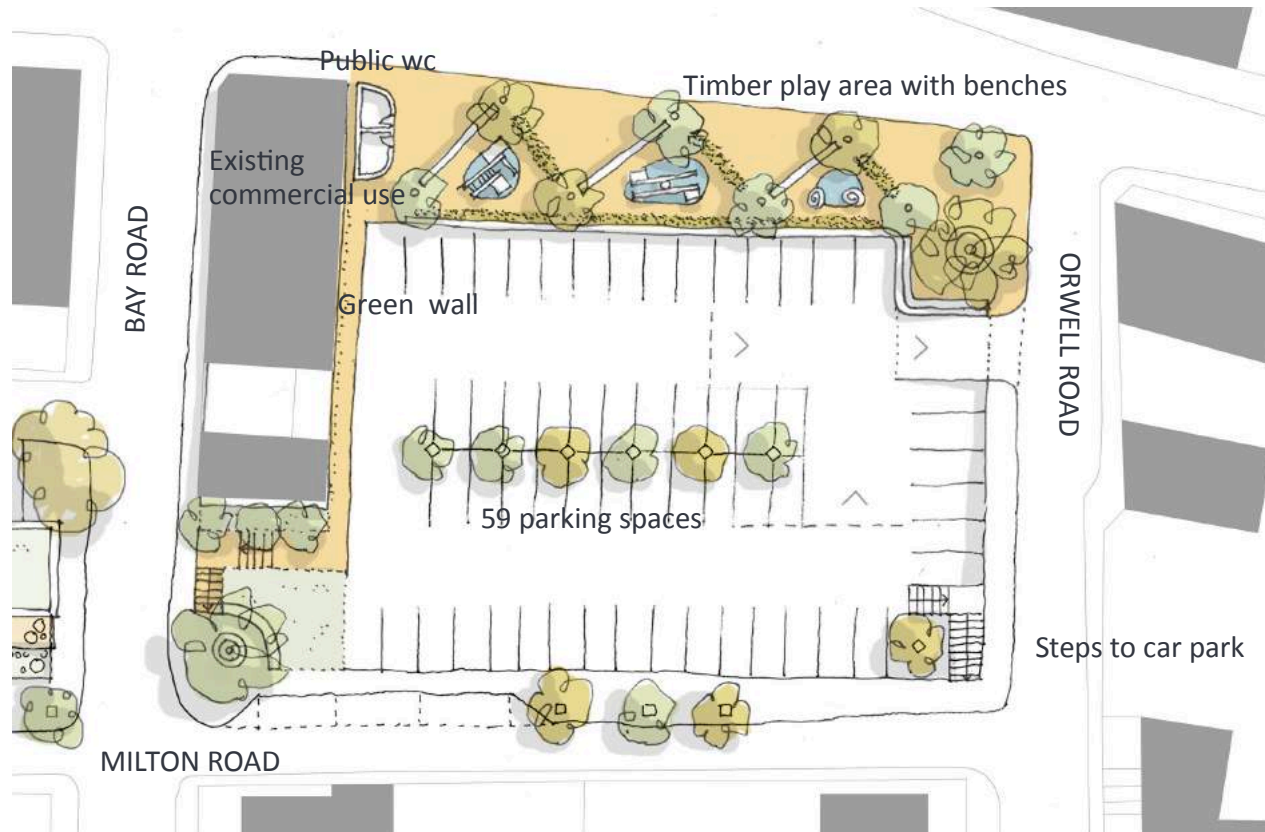


Figure 4.4: Plan of Starlings Block site proposal

**HOW IS IT DELIVERED?**

Requires land assembly by the council and delivery as a capital project.

**REGENERATIVE IMPACT:  
VERY HIGH**

# PROJECT 2 MILTON ROAD CAR PARK REDEVELOPMENT

## PROJECT DESCRIPTION

The Milton Road car park is demolished and the site redeveloped with a terrace of nine three-bedroom town houses. The houses front onto Milton Road and offer a small garden between the footway and the entrance. They are three storey with the top-floor set back, offering space for south facing roof terraces. The buildings sit above a shared private undercroft car park with 17 car parking spaces.

On Bagshaw Road 15 public car parking bays are provided, interspersed with tree planting. Additional four on-street parking spaces are provided on Milton Road to allow relocation of parking from the High Street (Project 03).

## HOW IS IT DELIVERED?

Public-private sector collaboration



Existing view of Milton Road car park



Figure 4.6: Location plan



Figure 4.5: Sketch of Milton Road car park proposal

**REGENERATIVE IMPACT:  
VERY HIGH**



Figure 4.12: Section



Figure 4.7: Plan of Milton Road car park proposal

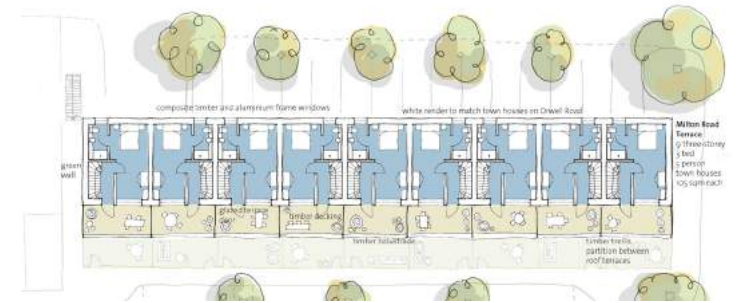


Figure 4.8: Second Floor Plan

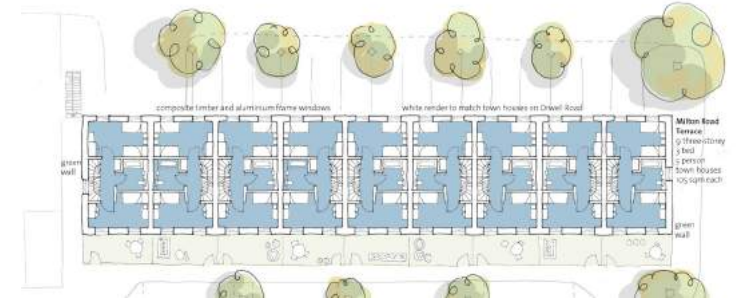


Figure 4.9: First Floor Plan

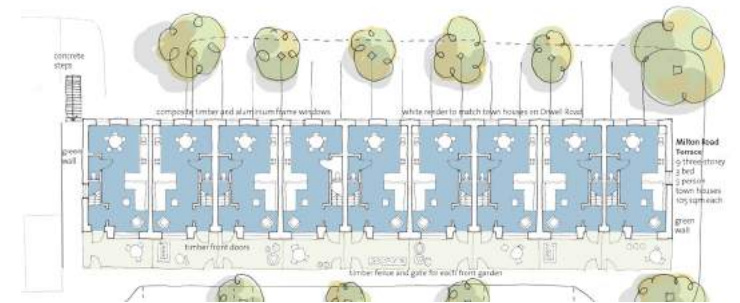


Figure 4.10: Ground Floor Plan

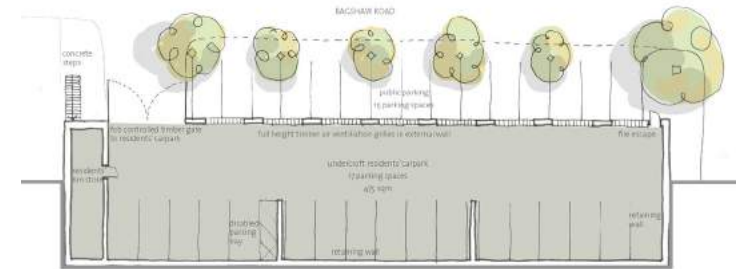


Figure 4.11: Lower Ground Floor Plan



# PROJECT 3 HIGH STREET PUBLIC REALM IMPROVEMENT

## PROJECT DESCRIPTION

This project provides a comprehensive public realm improvement of the High Street between, and including, the junctions of Kingsway and Station Road.

High Street improvements require the removal of car parking. Replacement parking is to be located on Bagshaw Road as part of Project 2. This allows the widening of footways for less restricted pedestrian movement. Footways should be resurfaced with a coherent set of concrete pavement slabs. Bus stops will be retained.

Junction improvements include the removal of guardrails, the tightening of corners and the extension of footways into the former highway to provide more generous pedestrian space. This could accommodate planters, formal or informal seating, a feature lighting object and bicycle parking. The junctions are raised to the footway level to make crossing easier, especially for less mobile people, kids scooters and prams. Footways should be paved with concrete pavement slabs, while the raised junction table could be finished in a buff surface colour for visual presence. Signal control of the Kingsway Junction should be retained.

The lane next to 141 High Street, leading to the car parking on Bagshaw Road, should be repaved and better lit to make this a welcoming pedestrian link.

## HOW IS IT DELIVERED?

Public sector led project.

**REGENERATIVE IMPACT:  
VERY HIGH**



Existing view of High Street, looking east



Figure 4.14: Location plan



Figure 4.13: Sketch of High Street public realm proposals, looking east, showing widened footways, informal seating objects, planters, and street decoration



Existing view of High Street, looking west

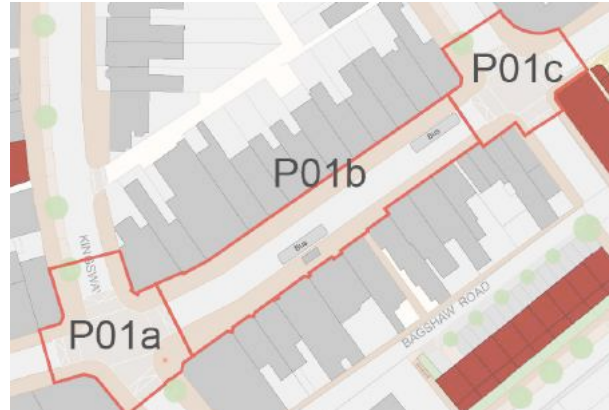


Figure 4.16: Site plan



Figure 4.15: Sketch of High Street public realm proposals, looking west, showing footway build outs around junction, planters, seating objects and feature lighting



## PROJECT 4

# KINGSWAY PUBLIC REALM IMPROVEMENT

### PROJECT DESCRIPTION

This project improves the public realm on Kingsway (south) from the junction with the High Street to the southern end of the Wetherspoons site.

The preferred option for this site is the transformation of Kingsway into a new public space by removing general traffic, which would give a new heart to Dovercourt and deliver significant regeneration benefits. However, more detailed work is needed to establish the feasibility of this option due to its impact on traffic, parking and the movement network, and the need to engage with a range of stakeholders. A less aspirational fall-back scenario was developed that improves the public realm whilst retaining the movement role of this street. Both scenarios are described here.

**The preferred option** creates a new public space outside Kingsway Hall and the Library, closing this section of Kingsway for general traffic, except for buses and out of hours servicing. New distinctive paving is extended across the street with a single lane bus route marked with a different paving color and pattern. Bus traffic through this short single lane section could be signalled with a bus gate on either end to facilitate alternating movement. Existing street trees are retained and complemented with new tree planting. A public space design is implemented that provides formal and informal seating and feature lighting. Provision for the holding of street markets and events should be planned as part of the design including the provision of electricity and water



Existing views of Kingsway

outlets, and an indication of market stall positions. The opportunity to establish outdoor terrace style seating in front of cafés or restaurants, such as the Wetherspoons should be explored to further animate the street and to encourage vacant units back into use. This space needs to be of exceptional quality to become the heart of community activities, help transform the image of Dovercourt and amplify its historic character.

Free Public Wifi could be provided (for example provided by the library) as an additional open space amenity and to attract people to come here and stay.

**The fall-back option** involves the widening of footways and their resurfacing with new footway pavement slabs. The kerb alignment is moved outwards and the carriageway is narrowed. Parking and service bays are formalised and raised to the footway level to form natural footway extensions when they are unoccupied. Street trees outside Kingsway Hall and the Library are retained and additional trees planted. A distinctive paving



Figure 4.17: Location plan

material is to be provided on the pocket space outside the library to provide a sense quality and differentiation. This space could also feature public art and seating. Informal seating objects should be located on the eastern footway with feature lighting located along the western footway. The ambition is to transform Kingsway into a quality street space, that emphasises the setting of Kingsway Hall, the library and other retail uses. It will offer an opportunity for people to stay and enjoy the town, as well as for activities to spill out onto the pavements.

In both options, the short section of Kingsway between the junction with the High Street and Bagshaw Road should be improved by removing the guardrails, extending the footways into the carriageway, providing concrete paving on the footway, planting street trees and providing seating outside the murals on the eastern side.

### HOW IS IT DELIVERED?

Public sector led project.





Figure 4.18: Preferred option



Figure 4.19: Fall back scenario



Figure 4.20: Sketch of Kingsway public realm proposals - preferred option, showing how the space could become pedestrianised, offer seating, tree planting and feature lighting, and provide a new home for the street market.

**REGENERATIVE IMPACT:**  
**TRANSFORMATIVE** for Preferred Option  
**VERY HIGH** for the fall-back option

# PROJECT 5 STATION PLAZA

## PROJECT DESCRIPTION

This project transforms the station forecourt into a welcoming public space. It involves the realignment of the road space with footway build-outs, the formalising of the station parking and kiss-and-ride arrangements, the provision of a new pedestrian crossing and a direct pedestrian connection across the space from Station Road into Kingsway.

The design includes benches, seating objects, feature lighting, cycle stands, tree planting and landscaping. This will completely transform the area into an attractive public space in which to spend time and will create a distinctive gateway into the town centre.

## HOW IS IT DELIVERED?

Public sector led project. The Council will need to work jointly with the Highway Authority, Network Rail and Greater Anglia, to deliver a coherent project.



Existing view of corner plot opposite station



Figure 4.22: Location plan



Figure 4.21: Sketch of Dovercourt Welcome Plaza with a new tree surrounded by a circular bench and feature lighting

**REGENERATIVE IMPACT:  
VERY HIGH**





Existing view of Dovercourt Station

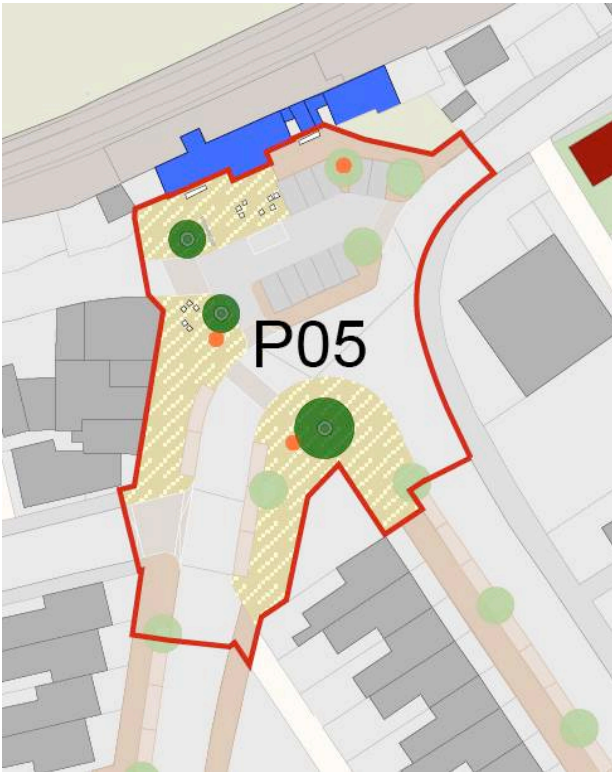


Figure 4.23: Site plan



Figure 4.24: Sketch of station plaza proposals, including footway build-outs, formalised parking and drop-off, tree planting and seating



# PROJECT 6 REANIMATING THE STATION BUILDING

## PROJECT DESCRIPTION

This project is about bringing the station building back into meaningful use to preserve its historic fabric and to help activate the station environment. A potential future use could be a co-working space that provides rented desk space, a meeting room and a café. A bicycle rental station and tourism information point could also be considered. Interventions would include the refurbishment of the buildings and the fit out of its spaces for intended occupation.

## HOW IS IT DELIVERED?

Public sector led project. The Council will need to work jointly with a workspace provider/voluntary organisation, Network Rail and Greater Anglia, to plan the delivery of the project.



Existing view of train station



Figure 4.25: Location plan



Potential for coworking space within the



Potential for bike rental station

**REGENERATIVE IMPACT:  
HIGH**

# PROJECT 7 CONNECTION WITH BATH SIDE

## PROJECT DESCRIPTION

This project involves a suite of interventions that improve the quality of the walking connection between Bath Side/Grafton Road and Station Road. These are important access routes for residents into the town centre.

The project involves improvements to the access paths leading to the pedestrian bridge, including removing the dog-leg in the path, clearing out vegetation and creating a clear line of sight to the steps on the northern side. Furthermore, it includes the resurfacing and alignment of routes, landscaping, tree planting and the provision of benches and street lighting. There is an opportunity to significantly improve the quality of the triangular open space on Ingestre Street. This could include the establishment of a community allotment garden if there is local interest.

## HOW IS IT DELIVERED?

Public sector in partnership with community groups.

**REGENERATIVE IMPACT:  
HIGH**



Existing view of pedestrian route from Bath Side to the railway bridge



Figure 4.27: Location Plan



Figure 4.26: Sketch of proposal for improvements to the route from Bath Side, offering a clear line of sight from the approaching path to the bridge, making it feel more safe



# PROJECT 8 LINK INTO CLIFF PARK

## PROJECT DESCRIPTION

This project involves the creation of a new pedestrian link between the north eastern end of Milton Road and Cliff Park. This will open the missing link on the route from Kingsway to the park and help to better integrate the open space with the town centre.

The project would involve the creation of a 3m wide public access to the north of Orwell Terrace with a resin bound surface path with green margins, the provision of street lighting and the joining with existing paths in Cliff Park. As the land is part of a private car park it is likely that this route will only be implemented when this car park is brought forward for development, for example through use of Section 106 powers. The masterplan identifies the opportunity for a residential or mixed-use development on this site.

## HOW IS IT DELIVERED?

Public-private collaboration

**REGENERATIVE IMPACT:  
HIGH**



Existing view of the potential connection with Milton Road



Figure 4.28: Location plan



Figure 4.29: Sketch of proposal for new connection into Cliff Park



# PROJECT 9 QUEEN VICTORIA STATUE ENHANCEMENT

## PROJECT DESCRIPTION

This project improves the setting of the Queen Victoria Statue on Marine Parade. This includes the removal of the guard rail from the front of the statue and the installation of heritage railings to the rear and sides of the statue. The lighting column in front of the statue is replaced with two feature streetlights on either side. The CCTV column to the left of the statue is to be relocated away from the statue.

Interventions further include the tightening of the junction to make it easier to cross, resurfacing with new, distinctive paving material, provision of benches and the up-lighting of the statue.

This project will add distinctiveness to the upper end of Kingsway, provide a visual focus and destination on Marine Parade, and enhance this important gateway to the Beach.

## HOW IS IT DELIVERED?

Public sector led project

**REGENERATIVE IMPACT:  
MODERATE**



Existing view of the Queen Victoria Statue



Figure 4.30: Site plan



Figure 4.31: Sketch of proposed improvements to the setting of the Queen Victoria Statue

# PROJECT 10 POCKET SPACES ON THE HIGH STREET

## PROJECT DESCRIPTION

This project transforms a leftover area of public realm into a usable pocket space. This will enhance the environment, provide a focus on the western arm of the High Street and offer a resting place halfway up the hill.

The project involves a footway build-out at the junction with distinct public space paving and the provision of a new feature tree with a timber bench below. It could also include the provision of other seating objects and a feature lighting element. A raised side entry table should be provided at the junction with Hill Road to provide continuity to the footway and prioritise pedestrian movement along the High Street.

## HOW IS IT DELIVERED?

Public sector led project. Council to work with the owners of 270 High Street to ensure a coherent public realm solution across public and (potentially) private land.

**REGENERATIVE IMPACT:  
HIGH**



Existing view of the potential connection with Milton Road



Figure 4.32: Site plan



Figure 4.33: Sketch of pocket space proposal

# PROJECT 11 SEA VIEW DEVELOPMENT

## PROJECT DESCRIPTION

This project is about the redevelopment of the derelict corner plot on Orwell Road with a building that forms an appropriate response and ending to Orwell Terrace. With high quality architecture, the development should respond to its exposed location at the end of Marine Parade, overlooking Dovercourt Bay and leading into Cliff Park. The development should be residential-led, with the possibility of an active ground floor use, such as a café or restaurant that can benefit from footfall along the seafront and into Cliff Park, as well as from a magnificent south facing outlook over the seafront. There is an opportunity to provide outside seating terraces and establish a new waterfront destination in Dovercourt with high quality public realm.

## HOW IS IT DELIVERED?

Private sector led project

**REGENERATIVE IMPACT:  
MODERATE**



Existing view of the Sea View site



Figure 4.34: Site plan



Figure 4.35: Sketch of Sea View proposal



# PROJECT 12 OTHER TOWN CENTRE PUBLIC REALM IMPROVEMENTS

## PROJECT DESCRIPTIONS

This project includes a suite of improvements to other parts of the High Street, Kingsway and Station Road that form part of the circuit of routes in the town centre. Public realm improvements of the remaining parts of the town centre streets would result in a coherent and high quality public realm treatment throughout and contribute to a much improved image to Dovercourt.

Generally this involves the decluttering of footways, repaving with concrete pavement slabs and the provision of raised side street entry treatments to provide footway continuity.

In addition, on Kingsway North, Kingsway South and Station Road, kerbs are realigned and the carriageway narrowed. Parking and service bays are formalised and raised to the footway level to form natural footway extensions when they are unoccupied. Street trees are planted between car parking bays.

## HOW IS IT DELIVERED?

Public sector led project

**REGENERATIVE IMPACT:  
HIGH**



Existing poor quality public realm in Dovercourt



Raised footway level side street entry treatments emphasise pedestrian priority



Figure 4.36: Site plan



Well laid paving slabs create a sense of quality in the public realm

# PROJECT 13 IMPROVED ACCESS TO THE BEACH

## PROJECT DESCRIPTION

This project improves the pedestrian route from Kingsway via Empire Road and the underpass to the beach front.

It involves formalising the connection between Kingsway and Empire Road as a shared surface lane with landscaping on either side. There is potential here to accommodate approximately 15 perpendicular car parking bays that could potentially reprovide parking lost on Kingsway as part of the Kingsway Improvement Project.

It also includes public realm improvements of the route along Empire Road and Mill Lane, providing a consistent surface treatment that leads pedestrians along the route. In addition signage and lighting to the underpass should be provided.

## HOW IS IT DELIVERED?

Public sector led project, may require negotiation with any private sector interest subject to land ownership

**REGENERATIVE IMPACT:  
MODERATE**



Existing view of poor quality link



Figure 4.37: Site plan



Potential for landscaping as part of improved link





# PROJECT 14 SHOPFRONT IMPROVEMENTS

## PROJECT DESCRIPTION

This project is to initiate the improvement to shopfronts in the High Street and Kingsway, aiming to install signage and shopfront design that is sympathetic to the whole of the building and the overall character of the street space. Improved shopfronts can lift the image of town centres and make them a more attractive and welcoming place to be. They are most effective when combined with public realm improvement schemes that bring a comprehensive facelift and improvement to the quality of the street.

A shopfront improvement project would involve the provision of grant or match-funding by the council as an incentive for landowners and businesses to undertake the required improvements. The improvements should be guided by a shopfront improvement manual that sets out the key design principles. Alternatively, such a scheme could be supported by hands-on advice by an architect with shopfront improvement experience to help with the design, choice of solutions, signage and materials.

## HOW IS IT DELIVERED?

Delivered by the private sector with public sector (part) funding, guidance and support

**REGENERATIVE IMPACT:  
HIGH**



Some existing shopfronts are unattractive and feel outdated



Simple, attractive shopfront



Figure 4.38: Location plan



Shopfronts can be improved with simple contextual design



# PROJECT 15 MARKET IMPROVEMENTS

## PROJECT DESCRIPTION

This project aims to revive the street market in Dovercourt. Street markets with a diverse offer, including food and specialist stalls can be a major catalyst for town centres, providing a new destination for shopping, eating, spending time and engaging in the social life of a town. Market improvements in Dovercourt should focus firstly on improving the management of the existing market by uplifting its appearance and broadening its offer. This would include coordinating the layout and size of stalls, the operational time of the market, ensuring stall-holders park their vans outside the market area and manage the relationship between the market and existing retailers in the street in a mutually beneficial way.

The scheme could further include the broadening of the market offer with specialist markets such as Christmas markets, antique markets or food fairs. The market should continue to operate on the High Street where it is central to the town centre. If a new public space is created on Kingsway, the market should be relocated there. This would also allow the market to be held more frequently during the week and at weekends, without the need for closing the High Street. The market improvements should be led by an experienced market manager or market operator.

## HOW IS IT DELIVERED?

Public sector led project

**REGENERATIVE IMPACT:  
HIGH**



The existing market does not present itself well



Figure 4.39: Site plan



Improve the offer of the market



Organised stall layout can pull people into the market

# PROJECT 16 RIVERSIDE CAR PARK

## PROJECT DESCRIPTION

The project is to transform the vacant site to the north of the railway line adjacent to the A120 into a town centre overflow car park. This could provide extra parking spaces during the summer season or during town centre events, when the Starlings Car Park or other streets may be closed. It is in close proximity to the town centre. Visitors can use the pedestrian bridge over the railway. On their way to the centre and the seafront they will generate footfall and support local businesses. Signage on the strategic road network could be used to divert visitors away from the town centre and directly to the overflow car park.

The project involves preparing the site for use as a temporary car park including opening a new entrance to the site from the roundabout on the A120 and the establishment of a walking connection with the railway pedestrian bridge. The car park would need to be appropriately secured outside operating times to avoid attracting illicit activities and managed well when it is operational.

## HOW IS IT DELIVERED?

Public sector led project, need to investigate ownership and work with site owners to deliver car park - potentially as a temporary solution

**REGENERATIVE IMPACT:  
MODERATE**



Existing view of the site



Figure 4.40: Location plan



Figure 4.41: Site plan



# PROJECT 17 TOWN CENTRE SIGNAGE

## PROJECT DESCRIPTION

This project is about providing coordinated signage and information throughout Dovercourt. From the station to the seafront new signage should be provided to assist wayfinding and provide information about the town, its heritage, beaches and attractions. The graphic identity and design of signs will need to be coordinated between Dovercourt, Harwich Town and other tourism destinations in the sub-region to provide a coherent and recognisable approach and branding. Signs and information panels should be provided on key arrival points into Dovercourt and at its main destinations.

Locations to be considered are:

- Outside the station;
- On the Starlings car park;
- At the overflow Riverside car park;
- At the intersection of the High Street with Kingsway and with Bath Street;
- Outside Kingsway Hall;
- On Kingsway at the link to the pedestrian route to the beach;
- On the beach promenade leading to the underpass;
- At the northern end of Orwell Terrace at the entrance to Cliff Park;
- In Cliff Park leading to Milton Road pedestrian link; and
- On the beach front.

## HOW IS IT DELIVERED?

Public sector led project

**REGENERATIVE IMPACT:  
MODERATE**

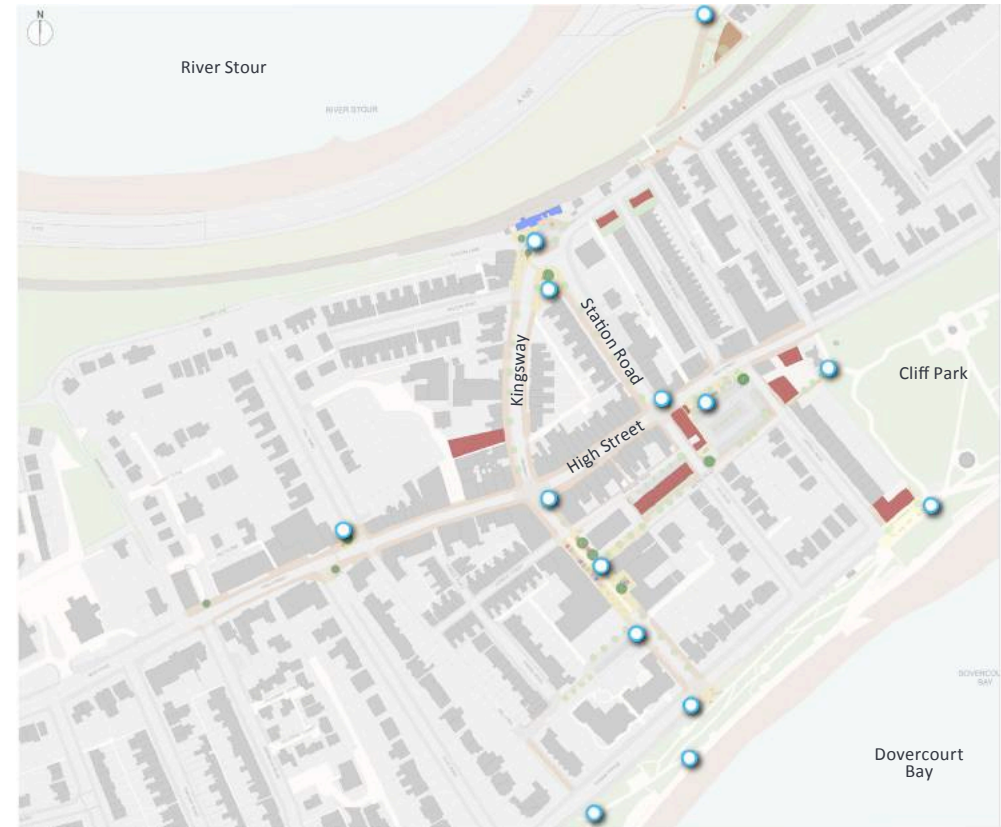


Figure 4.42: Suggested locations for signage



Simple attractive signage



# PROJECT 18 SMALL INTERVENTIONS AND MEANWHILE USES

## PROJECT DESCRIPTION

Small interventions and meanwhile uses can bring quick change or animation to a town centre, often delivered through community action with little financial resources. They offer a huge potential for regeneration - making meaningful use of vacant buildings and spaces, fostering experimentation and reimagining different ways in which urban spaces can be used and designed.

Meanwhile projects are essentially people focused. They involve people in a collaborative fashion for the benefit of a community project. Participants are driven by shared goals, the power of collective action and the satisfaction of quickly delivering change (even if only temporary). They can enrich the culture of a place, make it more inclusive and create shared memories that feed communities and provide a sense of belonging and wellbeing. They can help build the identity of a place and draw out talented collaborators and attract young people and families.

Meanwhile uses however often need a helping hand and an intermediary that connects the enthusiasm and activism of local people with real properties and buildings, engages with landlords, deals with risks and insurance, regulation and planning, and offer resources and expertise. This establishes fertile ground and legal basis upon which creative community action or

**REGENERATIVE IMPACT:  
VERY HIGH**

entrepreneurialism can take place. Intermediaries and stimulators for meanwhile uses can be not-for-profit organisations in the arts, culture or social sector, social enterprises, such as the Meanwhile Foundation or Meanwhitespace CIC, property owners and developers, or indeed the Council's regeneration and tourism teams.

A wide range of potential projects for Dovercourt could be envisaged. For inspiration, this includes:

- ① Temporary public realm project outside the station, utilising paint, planters, pallets, cushions, fabric, hay bales and strip lighting to playfully explore a different public realm design for the large asphalt expanse outside the station.
- ② The temporary closure of Kingsway for a weekend in the summer, testing out a public space in this location, bringing out deck chairs, artificial grass and market stalls.
- ③ The use of vacant shop units as pop-up shops, cafés, galleries, yoga studios, community groups, co-working space, for example in the station (see project 6), the amusement arcade or vacant shops on the High Street.
- ④ Following its decommission as a car park and before it's redevelopment, the Milton Road Car Park could become a meanwhile culture or leisure venue, with a cinema, shows, music or other activities taking place on the lower deck, while upstairs could be used as a temporary container garden and café.



Temporary use of vacant shop units

- ⑤ Vacant sites such as the Starlings Block or the site on Orwell Road could be the temporary home for food vans with outdoor seating or an art and culture space. For instance, the sites could host a stage for music and theatre performances, and offer workshop/studio space. It could also be a space for children and adults to play, offering ball courts, a skate park and climbing wall, creating a new and attractive offer that brings different people into the town centre.
- ⑥ Paint or decorate site hoarding with community or street art to enhance the look of the town centre.
- ⑦ Improve the environment by planting trees or flowers, picking litter, providing hanging baskets, or establishing a community garden on leftover land.

## HOW IS IT DELIVERED?

Community led projects with support by the public sector, social enterprise or charitable organisations, landowners and developers



Low cost temporary public space created from pallets



Potential to provide a space for play or sports on vacant site



Figure 4.43: Location plan



# PROJECT 19 FESTIVALS AND EVENTS

## PROJECT DESCRIPTION

Holding events and festivals are a good way to market a town centre, create a sense of local pride within the community, and attract new visitors into a town. Events generate footfall and boost local businesses. Festivals can put a place on the map, add to its brand and may result in increased levels of tourism.

Local events can also attract residents into the town centre who would normally come here. It can help to highlight positive change, such as improvements to the appearance and offer of the centre, change ingrained perceptions of the centre and result in repeat visits.

A range of events could be explored in Dovercourt, such as music events, an open air cinema in Cliff Park, a watersports or beach competition at Dovercourt beach, food-themed market events in the High Street or Kingsway, a circus at Starlings Block, or a Dovercourt Sports Challenge on the station plaza. Festivals and events should be coordinated with Harwich to ensure they reinforce each other as a joint tourism destination. The 2020 Mayflower celebration will be an important opportunity to promote Dovercourt alongside Harwich.

Organising events and festivals require expertise and resources. It could be undertaken by either a dedicated role in the council, outsourced to an events organiser or undertaken by the town centre management team (see next project).

## HOW IS IT DELIVERED?

Public sector led, or undertaken by public-private partnership



Providing attractions for children



Animating the streets with festivals, events and stalls

**REGENERATIVE IMPACT:  
HIGH**



# PROJECT 20 TOWN CENTRE MANAGEMENT

## PROJECT DESCRIPTION

Visitors to Dovercourt want to see a clean, well-managed and attractive environment. Poor street cleaning, anti-social behaviour and poor quality shopfronts detract from this image. Town centre management must be proactive in exploring opportunities for pop-up activities, temporary uses and responding to and supporting traders and businesses ideas.

The management of the town centre should be undertaken through a partnership approach between the council and local businesses with the aim to make Dovercourt a more attractive destination. A more formal town centre management organisation should be established with a dedicated town centre manager, clearly defined responsibilities and its own resources. This could be led and run by the Council or could take a different public - private - voluntary partnership approach

Its remit could include:

- Providing a forum for local businesses;
- Street cleaning;
- Security (in partnership with the Police);
- Managing small interventions and meanwhile uses;

- Shopfront improvements;
- Market management;
- Support to business start-ups and community initiatives;
- Events planning and management; and
- Branding and promotion.

## HOW IS IT DELIVERED?

Public-private voluntary sector partnership approach

**REGENERATIVE IMPACT:  
VERY HIGH**



Hanging baskets enhance the street scene



Maintenance is key to an attractive environment



<b>Key Decision Required:</b>	<b>Yes</b>	<b>In the Forward Plan:</b>	<b>Yes</b>
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## CABINET

19 JULY 2019

### JOINT REPORT OF THE PORTFOLIO HOLDERS FOR CORPORATE FINANCE & GOVERNANCE AND LEISURE AND TOURISM

#### **A.2 CLACTON LEISURE CENTRE REFURBISHMENT**

(Report prepared by Michael Carran, Jeanette Thomasson and Richard Hall)

#### **PART 1 – KEY INFORMATION**

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

That subject to the approval of a business case scheduled for consideration by Cabinet in August, to request budgetary provision to fund asset improvement works to the swimming pool changing rooms and health suite areas at Clacton Leisure Centre, as the first phase of a wider strategy for the Council's Sports Facilities.

##### **EXECUTIVE SUMMARY**

- In parallel with the Council's 10 year financial plan, an overarching Sports Facilities Strategy is being developed for consideration in the autumn to ensure the service meets customer demand, supports the work of the Sport England Local Delivery Pilots project and provides long term financial sustainability.
- The overarching strategy is unpinned by essential asset improvement works at Clacton Leisure Centre (CLC) to ensure the facility is not only operating with high standards of customer service, but importantly ensures long term customer growth supporting financial sustainability. This report covers preliminary asset improvement works and is considered the first phase of a long term plan.
- The swimming pool changing rooms and spa area at CLC are now at the end of their maintenance lifecycle and are in need of refurbishment. With a contingency budget, the cost of **£525,000** will ensure those facilities are brought up to the standard expected from a modern leisure centre. A supporting business case for this work will be considered by Cabinet in August and no work will commence prior to approval.
- This programme of asset improvement is required, as the key areas including the flooring, cubicles and lockers are in a poor state of repair. There is also an opportunity to improve accessibility for parents with young children by increasing the number of family changing cubicles, and making alterations to the shower configuration.
- Furthermore, the Health Suite area was part of a redevelopment of CLC in 2007 and despite ongoing maintenance, the area has suffered from the effects of poor ventilation. The result of this has been a deterioration of the ceiling, including rusting of the ceiling grids and continued staining and soaking of ceiling tiles. The appearance of the showers in the area is poor, with tiles lifting from the wall.
- There will be a key emphasis on environmental improvements to the facility and



further savings be realised, by incorporating energy efficient adaptations within both the lighting and mechanical specifications.

- As was recently reported in the financial year outturn report 2018/19, the repairs and maintenance budget for Clacton Leisure Centre was £67K over budget due to ongoing repairs in this area in order to keep the facilities open. Asset improvement works will reduce the increasing maintenance costs in these areas and bring expenditure back under control.
- Based on the current situation £536K of additional projected building repair costs over the rest of the 10 year period would be avoided if the asset improvement works were undertaken.

#### **RECOMMENDATION(S)**

**(a) That Cabinet agrees to the asset improvement works to Clacton Leisure Centre as set out in this report.**

**(b) That subject to a). above, £525,000 is allocated from the 2018/19 corporate underspend towards this project, subject to the approval of a business case being brought forward to Cabinet in August 2019.**

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

##### **DELIVERING PRIORITIES**

Asset improvement works, with energy efficient adaptations will assist the Council in its objective to enhance its Leisure Facilities and achieve affordable excellence throughout its services, together with improving customer access to services.

Enhancing sports facilities will also compliment work which is currently taking place on the Sport England Local Pilots project, which has recently attracted £10m of investment between Tendring, Colchester and Basildon.

##### **FINANCE, OTHER RESOURCES AND RISK**

The budget cost projected by an Architect will be £525,000 for the works to both the swimming pool changing area and health suite. It takes into consideration professional fees and allows for a 20% contingency. A full business case for this project will be brought forward for consideration in August. No work on this proposed refurbishment will take place until this has been approved.

The above will help deliver on the cost pressure mitigation pillar of the 10 year financial sustainability as the need for additional repairs costs will be removed. Based on the end of financial year 2018/19, this would mean that £536K of additional costs over the rest of the 10 year period would be avoided. Further savings will be realised by incorporating energy efficient lights and variable speed drives on the circulation pumps.

In addition to this, the poor condition and appearance of the wet side area and Health Suite creates a poor impression of the overall Leisure Centre and has resulted in difficulty selling memberships. This is evidenced in the loss of customer membership direct debit income, which was £47K in the 2018/19 financial year.

In addition, the lack of quality in these areas has limited the ability to sell the Leisure Centre and remain competitive, resulting in loss of customers and income. It is worth emphasising that this phase of the project will only address the issue of additional building repair costs and that loss of income will be dealt with as part of the long term leisure strategy.

The long term leisure centre strategy which will be brought forward in the autumn will include a detailed business plan and a list of potential projects for consideration. Each project will be judged on whether the proposed expenditure will deliver a return on investment which will contribute to the savings required to make a contribution from sports facilities to the overall 10 year plan savings. As sports facilities made up 5.36% of the overall TDC Budget at the end of 2016/17 the required saving over the 10 year period equals £160K.

### **Risk**

If the decision is taken not to invest in the refurbishment, maintenance costs and loss of income from memberships will result in increased subsidy cost and reputational damage.

Any capital investment comes with strategic, operational and reputational risks. Strategic risk may arise if the proposed investment takes away commercial competitive advantage if it develops an asset that does not adapt to the external environment. The risk is mitigated in this investment as there is limited competition in the local market for swimming and swimming lessons.

Operational risk could be due to the capital project running over time, budget or being of poor quality. These risks would be mitigated by a formal project board managing this project and in the first instance has partially been addressed by adding contingency into the initial cost proposal.

Finally, it is recognised that there is the possibility of extra reputational damage to a local authority from operational risks, which would again be within the remit of the formal project board to manage. In terms of reputational risks it must also be recognised that to do nothing would continue to damage the reputation of the Council due to the extra financial loss and negative impression created by the asset.

### **LEGAL**

The Request for allocation of budget is in accordance with the Budget and Policy Framework, as set out in Part 5 of the Council's Constitution.

The facility will also continue to meet the requirements of the Disability Discrimination Act if a decision is taken not to refurbish the lift.

### **OTHER IMPLICATIONS**

**Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.**

**Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.**

#### **Area or Ward Affected**

Clacton Leisure Centre falls within St James Ward but its customer base is from a far wider catchment.

### **Health Inequalities**

Poor health is intrinsically linked with sedentary lifestyles and improved high quality leisure facilities can support the wellbeing of local people.

### **Equality and Diversity**

The facilities at Clacton Leisure Centre are accessible to all members of the community. It is widely used by customers with wide ranging disabilities and age ranges.

The heat and humidity has resulted in regular mechanical issues with the lift servicing the health suite, resulting in breakdowns, regular call outs and reactive maintenance expenditure. The lift circuit boards frequently become too damp to operate and have to be removed, dried and out and replaced. The lift is not currently operational and the building is adequately served by another lift located in the reception area. As the corrosive spa environment is never going to be an appropriate environment for a lift and an alternative is already available, it is recommended that this is removed.

### **Environmental Issues**

Environmentally friendly adaptations will be incorporated into the refurbishment, which will ensure there is an 'invest to save' element to the project. This will include variable speed drives on the swimming pool pumps and changing lights to energy efficient LED's in the Health suite and swimming pool changing area.

## **PART 3 – SUPPORTING INFORMATION**

### **BACKGROUND**

CLC is the largest site within the Council's Sports Facilities stock and attracts around 420,000 visits each year.

The pool changing rooms last underwent refurbishment in 2005 and much of the facility has now deteriorated in condition and in need of replacement/improvement. Ongoing maintenance costs have increased significantly as a result of deterioration and the ability to maintain and attract new customers is increasingly debilitated.

In November 2018 an architect was commissioned to put together budget costings to provide an asset improvement programme the swimming pool changing area and health suite areas. Both of these areas are in need of refurbishment and have been subject to ongoing customer comments/complaints over the last 12 months.

#### **Swimming Pool Changing Area**

Scope of works:

- Open plan unisex shower area
- Removal of existing tiled floor and replace with Altro flooring
- Replacement of cubicles
- Replacement of Lockers
- Lighting
- Updating toilet areas



The flooring in this area is heavily stained from the high volume of footfall over the years and the cubicles and lockers are in a poor state of repair.

The lockers have reached the end of their usable lifecycle which results in a large amount of the locker doors broken and remaining open. This can be a hazard at the lower levels for children and access for customers.

There is currently an under provision of family changing cubicles, making it difficult for those with young children to use

The shower area was divided into male and female showers, making it difficult for families to shower together. Although use is no longer restricted to male or female on either side, removing the dividing wall that remains would create an open plan shower area. The ventilation in the area is poor and this has resulted in mould growing into the mastic, which subsequently requires frequent replacing.

### Health Suite Refurbishment

Scope of works:

- Alteration to existing toilets to create two new small changing rooms
- Replacement of suspended ceiling and grid
- Replacement AHU and ducting
- Creation of viewing section in partition wall between Health Suite and pool
- Replacement of sauna
- Removal of existing lift
- Redesign of toilets in Lifestyles to prevent water leakage into the ceiling area of the health suite.

The Health Suite originally comprised of a Sauna, Saunarium, Steam Room and Spa Pool.

During recent years, the Saunarium has been re-clad by a contractor and was changed to a second sauna. Following routine maintenance, the second one was condemned and a decision taken not to repair or replace, so remains closed and out of use.

The lift that is situated outside of the Health Suite is no longer in use. The controls have corroded due to the heat and humidity in that area, and replacement will result in the same issue long term. The health suite is situated on the ground floor and those wishing to access from the gym upstairs, may do so via the lift in the main reception area.

The Health Suite is not currently visible from the pool and is monitored by CCTV cameras situated in the main Leisure Centre office. In order to improve safety and the supervision of this area, the cost of a viewing screen to be placed between the pool and the health suite has been factored into the works.

There is intermittent water leakage from the toilet cisterns above the health suite and this goes undetected due to the boxing in of the cistern. This needs to be investigated and rectified which may involve part removal of the floor area in the Lifestyles toilets.

The heat and humidity and failure of effective air extraction in this area are likely to have caused damage to the air ducts. Although this will not be established until they are fully inspected, it is likely they will also need replacing.

Long Term Plan

A 10 year Business Plan will address the loss of income and will include proposed projects such as:

- Addressing the demand for a bespoke Spin Studio;
- Creating a more inviting viewing area on wet side;
- Programming the pool timetable to meet the changing demands on busy lifestyles;
- Lowering the temperature of the Spa Pool to create a relaxation pool, allowing programming of Parent and Baby swimming lessons into the pool. Thereby creating a dual purpose for the Health Suite, to meet demand for these lessons;
- Implementation of Learn 2 Swim project to allow parents to book, pay and monitor their child’s progress for lessons online;
- Evaluating all membership packages for all facilities to ensure the service remains competitive in a changing market;
- Partnership working with Essex FA and Football Foundation is already underway to develop a pitch strategy and create a new 3G pitch;
- Working with partnerships to develop the former MUGA at Clacton Leisure Centre which is no longer in use, into a facility that will increase income and participation.
- Potential for development of ancillary hall into toddler play area.

Each project will be judged on whether the proposed expenditure will deliver a return on investment which will contribute to the savings required to make a contribution from sports facilities to the overall 10 year plan savings. As sports facilities made up **5.36%** of the overall TDC Budget at the end of **2016/17** the required saving over the 10 year period equals **£160K**.

Following on from a programme of improvement works over recent years, the Princes Theatre has been developed a successful wedding market and expanded its events programme. This has led to a significantly improved financial position and further investment opportunities becoming sustainable through revenue budgets. This asset improvement scheme will provide the foundation for a longer term strategy for sustainability by improving the facility for existing customers as well as attracting new ones.

<b>BACKGROUND PAPERS FOR THE DECISION</b>
None.

<b>APPENDICES</b>
None

<b>Key Decision Required:</b>	<b>Yes</b>	<b>In the Forward Plan:</b>	<b>Yes</b>
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## CABINET

19 JULY 2018

### REPORT OF THE PORTFOLIO HOLDER FOR HOUSING

**A.3 DRAFT HOUSING STRATEGY 2019-2024 – DELIVERING HOMES TO MEET THE NEEDS OF LOCAL PEOPLE**  
 (Report prepared by Peter Russell)

**PART 1 – KEY INFORMATION**

**PURPOSE OF THE REPORT**

To present the draft Housing Strategy 2019-2024 and seek approval to go out to public consultation.

**EXECUTIVE SUMMARY**

The housing strategy has been drafted at a time of considerable change to the national housing landscape. Whilst local authorities are not required by Government to have a formal housing strategy, they are expected to adopt a strategic approach to housing in their local areas to deliver a thriving housing market and address local needs. This strategy has been developed to guide the future delivery of new homes in the district, especially affordable housing for local people. It will also guide the future management and direction of our housing service.

The strategy sets out the national and local strategic setting for housing and the demographics that have informed the development of the strategy. It sets out the social indicators that present the greatest challenges to the council such as deprivation and health inequalities in some parts of the district and homelessness.

The strategy gives detail on the local housing market and the demand for housing. It sets out how the council plans to deliver new housing in the district and the council's role as a landlord. Detail is given on the council's housing finances with relation to the Housing Revenue Account and General Fund.

The strategy identifies four key strategic housing priorities as follows:

- Delivering homes to meet the needs of local people
- Reducing and preventing homelessness and rough sleeping
- Making the best use of and improving existing housing
- Supporting people in their homes and communities.

It is the first of these strategic housing priorities that gives the strategy its title as by the end of the strategy, it is hoped that there will be new council housing being delivered in the District for the first time in a generation.

**RECOMMENDATION(S)**

**It is recommended that Cabinet:**

- 1. agrees the content of the draft Housing Strategy.**



**2. authorises the Corporate Director (Operational Services) to commence a consultation period of 6 weeks to seek the views of the public and partners on the proposed Housing Strategy.**

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

### **DELIVERING PRIORITIES**

The decisions will contribute to the following priorities in the Corporate Plan 2016-2020:

**Our Council Our Community**

**Health and Housing**

### **FINANCE, OTHER RESOURCES AND RISK**

#### **Finance and other resources**

The Housing Revenue Account is predicted to have reserves of £4.36m by the end of this financial year and this will leave the housing service in a positive financial situation. It is predicted that the rent cap will be lifted in 2020/21 and if so, the council's housing finances will improve. The council is confident that it can increase expenditure on development and acquisitions using increased revenue and prudential borrowing. The Housing Investment Programme for 2019/20 is approximately £3m which contributes to improvements to council stock, disabled adaptations in council homes, and environmental and estate improvements.

Homelessness expenditure has increased following the implementation of the Homelessness Reduction Act 2017 but this has been off-set by government grants. By the end of this financial year the Council would have received £1.008m in Flexible Homelessness Support Grant as well as £272,655 of new burdens funding since 2017/18.

The Council received an allocation of just over £2m for disabled facilities grants for 2019/20.

The Housing Strategy sets out a number of actions and priorities that ensures the council continues to be in a strong financial position whilst facilitating the development of new homes.

#### **Risk**

The Council is still awaiting the results of Government's consultations on its Housing Green Paper "A New Deal for Social Housing" and Right to Buy reform. Homelessness funding from central government is not guaranteed beyond this financial year. Funding has been received each year since 2003/04 but there is no indication of the amount the authority will receive for 2020/21 and beyond.

A key risk is that the priorities and actions in the strategy are not delivered. A robust action plan and review mechanism will be put in place, It is important that aspirations are realistic and partners engaged as necessary.

### **LEGAL**

There is no legal requirement for the Council to produce a housing strategy but the strategy is influenced by various pieces of legislation which are set out in the document.

### **OTHER IMPLICATIONS**

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected /

Consultation/Public Engagement.

### **Crime and Disorder**

The Housing Strategy emphasises the need to tackle homelessness and rough sleeping and although rough sleeping numbers remain low, the perception is that rough sleeping and street activity can make areas feel unsafe.

### **Equality & Diversity**

The Housing Strategy emphasises the need to deliver good quality accessible accommodation to meet the needs of our elderly and less able residents and the delivery of accessible accommodation will be a priority for the council's future development and acquisitions programme. The council also commits to work other partners and commissioners to deliver specialist accommodation for older and less able residents and to create better and more tailored information for the most vulnerable homeless clients and their advocates. An Equality Impact Assessment will accompany the final version of the Housing Strategy.

### **Health Inequalities**

All of the four strategic priorities will address health inequalities in the District. The delivery of homes, reducing homelessness and rough sleeping, improving stock in all sectors and supporting people in their homes and communities will improve health outcomes for local residents.

### **Area or Ward affected**

All

### **Consultation & Public Engagement**

This report is seeking approval to go out to formal consultation and the findings will inform the final version of the Housing Strategy. The four strategic priorities have been discussed with the Leader & Deputy Leader of the Council and the Housing Portfolio Holder.

Presentations have also been made to the Senior Managers Forum and Tenants Panel as well as the East of England Housing Learning & Information Network which campaigns for accessible accommodation for the elderly and less able.

It is proposed to hold a consultation period of six weeks. During this period, the Council will seek the views of our partners in the statutory, private and voluntary sectors on the content of the strategy as well as the wider public. Partners will be able to request a presentation on the strategy if required.

**PART 3 – SUPPORTING INFORMATION**

<b>BACKGROUND</b>
<p>The Council’s last Housing Strategy expired in 2009 and the delay in producing this strategy has been influenced by the uncertainty over the housing numbers required for the district and a lack of capacity in housing services following restructures since 2010. The housing numbers are now more or less agreed in the emerging Local Plan and most recent Strategic Housing Market Assessment.</p> <p>Following the Peer Review conducted by the LGA in early 2018, it was recommended that a post be created in housing to facilitate strategic and policy development and an officer was appointed in August 2018.</p>
<b>BACKGROUND PAPERS FOR THE DECISION</b>
None
<b>APPENDICES</b>
<b>Appendix A – Draft Housing Strategy 2019-2024 – Delivering homes to meet the needs of local people.</b>



**A.3 APPENDIX**

**DRAFT HOUSING STRATEGY 2019-2024  
TENDRING DISTRICT COUNCIL**

**DELIVERING HOMES TO MEET THE  
NEEDS OF LOCAL PEOPLE**

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## **Foreword (Portfolio Holder for Housing)**



## **Executive Summary**

This housing strategy for the Tendring District has been developed at a time of major actual and proposed changes to the national housing landscape and financial constraints for the council. In 2018, three separate opinion polls published by Kantar, Survation and Ipsos highlighted that only Brexit and the NHS were issues of greater concern to the UK population than housing. In recent years, we have seen the introduction of neighbourhood planning and the Localism Act 2011, changes to the National Planning Policy Framework, welfare reforms, increased regulation in the private rented sector, the tragedy of Grenfell Tower and the most fundamental change in homelessness legislation in many years, the Homelessness Reduction Act 2017. Whilst local authorities are not required by government to have a formal housing strategy, they are expected to adopt a strategic approach to housing in their local areas to deliver a thriving housing market and to address local needs.

This housing strategy 2019-2024 has been developed to guide the future delivery of new homes within the district to meet local needs and to guide the future management and direction of our housing service. Tendring District Council retains its own housing stock and currently has 3134 homes in its ownership. The council is the largest landlord in the district and remains fully committed to this role and will consult with and continue to support our tenants to ensure that they all have a decent, affordable home in an area that they feel proud of.

Whilst Tendring is a great place to live, work and visit, it has some distinct challenges which the council and its partners need to address. The district rates highly on the Index of Multiple Deprivation with Jaywick Sands being the most deprived ward in England. The regeneration of Jaywick Sands is one of the challenges facing the council and the council has listened to the local community and is committed to working with them to address the structural, environmental and housing issues in the area. The council is currently building 5 new homes to rent and 5 new homes for discounted sale in Jaywick Sands and has purchased approximately 28 hectares of land for potential future development. Although Jaywick Sands is the most deprived area in the UK, other parts of the district suffer from deprivation and it is estimated that 1 in 7 people in the district live in a deprived area and 1 in 5 children in the district live in poverty.

Tendring district has the highest proportion of over 65's in the UK and the prediction is for this age group to continue increasing. Addressing the housing and other needs of the elderly will be paramount over the coming years. The council is committed to making sure everyone has a decent home to live in that meets their needs regardless of the sector they live in. Good health begins at home and housing plays a pivotal role in addressing health inequalities and improving the health and well-being of the community.

Tendring is an area where housing growth has stalled in recent years and the number of homes delivered has not met targets. Although we are now seeing more homes being delivered and the signs for future delivery are encouraging, the number of affordable homes being delivered has been low. The council is working in partnership with our neighbouring authorities on an ambitious Garden Communities settlement which will be delivered on our border with Colchester. It is hoped this will deliver up to 4,500 homes beyond 2033 with the

necessary infrastructure in place before the homes (including affordable homes) are delivered. The emerging Local Plan requires affordable housing to be delivered on sites of 11 properties or more. The requirement is for 30% of housing on such sites to be delivered as affordable housing. The council also wants to build council housing and will produce a development and acquisitions programme to facilitate this objective and to meet the housing needs of our younger and older residents.

Homelessness has increased in recent years and the number of households accepted as homeless and the number placed in temporary accommodation has increased significantly. The Homelessness Reduction Act 2017 has placed some additional burdens on the council but it is the lack of suitable accommodation in the private sector that is primarily responsible for the increase in demand. Rough sleeping is the most extreme form of homelessness and whilst the numbers sleeping rough in the district are low, the council is keen to explore new methods of working with the most vulnerable homeless clients.

In order to meet the challenges facing the district, the council has identified four key housing priorities, as follows:

- 1. Delivering homes to meet the needs of local people**
- 2. Reducing and preventing homelessness and rough sleeping**
- 3. Making the best use of and improving existing housing**
- 4. Supporting people in their homes and communities**

### **Consultation findings**

Approval is being sought from cabinet to go out to public consultation. The consultation period will last 6 weeks and the council will seek the views of our partners in the statutory, private and voluntary sectors as well as the wider public. .

In terms of consultation so far, the strategic priorities in the strategy have been discussed and agreed with the Leader, Deputy Leader and Housing Portfolio Holder. Presentations have also been made to the Tenants Panel and Senior Managers Forum. The strategy has also been presented to the East of England HLIN network.

## Part 1 – The strategic setting

### The national strategic setting

There have been considerable changes to the national policy framework in recent years which affect both housing and planning. The changes include:

- **Localism Act 2011** – changes introduced by the Localism Act 2011 gave local communities more influence over development in their local areas and policies. The act also gave local authorities the power to set their own eligibility criteria on their housing registers in relation to residency requirements. Significantly, the act fundamentally reformed the rules of local authority housing finance and allowed the council to become “self-financing”.
- **Welfare Reform & Work Act 2016** – introduced 5 year 1% per year rent reduction across the social housing sector
- **Housing and Planning Act 2016** – this legislation introduced an initiative for “starter homes” which are available to first-time buyers between the ages of 23 and 39 at a discount of 20%. The government continues to support and encourage other low cost home ownership options such as Help to Buy and shared ownership. The legislation also extended the right to acquire to housing association tenants to give them the similar rights as council tenants. New measures were introduced in the private sector such as rent repayments orders, civil penalties as an alternative to prosecution, and a proposed national rogue landlord’s database. A number of measures proposed will no longer be implemented such as forcing council’s to offer fixed term tenancies, forcing the sale of higher value council homes and the “pay to stay” proposals for tenants earning over £31,000 per annum in the district.
- **Housing White Papers – Fixing our broken housing market (February 2017) The right homes in the right place (September 2017)** – recognised the failure to build enough homes to meet people’s housing needs. It recognised the need to build more homes and diversify the housing market and that changes needed to be made to the planning system to facilitate development and build homes faster. It encouraged support for smaller builders, local authorities and registered providers to build and supported custom and self-build initiatives.
- **Homelessness Reduction Act 2017** – fundamentally changed how local authorities respond to homelessness in their districts. The legislation made homelessness prevention and relief a statutory duty and increased the duties owed to households who do not have a priority need or are intentionally homeless. Councils are now required to develop personalised support plans with clients and to ensure advice and information is available to the most vulnerable households.
- **National Planning Policy Framework 2018** – defines major development as a development consisting of 10 or more properties and requires that at least 10% of affordable homes are for sale through low cost home ownership schemes.



- **Housing Green Paper – a new deal for social housing 2018** – proposes the need for more investment in existing stock and to increase the supply of affordable housing. Proposals are also included for improved handling of tenant complaints and management performance indicators. The green paper also proposes measures to tackle the stigma of residents living in the affordable housing sector.
- **Homes England Strategic Plan 2018-2023** – our relationship with Homes England encompasses strategic growth, grant and loan finance and market engagement. We support registered provider bids for funding in Tendering to enable additional homes and we also have the capacity to apply for funding for our own development projects. The Homes England Strategic Plan commits to unlock public and private land to get more homes built where they are needed and to provide investment to support housebuilding and infrastructure. There is an emphasis on supporting smaller builders which could improve employment opportunities in the district.

There have also been a number of welfare reforms in recent years that have impacted on the housing market and the lives of residents in the district. They are:

- Universal credit which was rolled out in the district in the Summer of 2018
- The benefit cap which capped the maximum amount of benefit a family could receive.
- The introduction of council tax support which removed 100% council tax benefit for eligible households
- The bedroom tax or spare room subsidy which reduces housing costs for working age adults who have more rooms than required

### **The local strategic setting**

There are a number of local strategic documents which have been developed which will impact on this strategy. These include

- **Corporate Plan 2016-2020**

The Corporate Plan 2016-2020 puts **community leadership** at the heart of everything the council does. It is from this central role that the council undertakes services or works with partners with the aim of tackling the key challenges in the district which are identified as:

- Poor health (factors being health, well-being, living conditions and environment)
- Pockets of high unemployment
- Low economic activity (factors being job opportunities, qualifications and skills)
- Reducing budgets whilst delivering key services (factors being governance, structure, ways of working, 'more for less' approach)
- Poor infrastructure (factors being single lane A120, road congestion, infrequency of rail and bus services);

Our priorities to tackle these challenges are:-

- A focus on engaging with and supporting all tiers of the local community, working with partners, addressing crime and delivering a balanced budget.

- A focus on encouraging major business investment as well as supporting smaller businesses, making the most of our assets, working with partners to boost qualifications and skills, and providing quality tourist attractions and leisure facilities
  - A focus on working with partners to help those with mental health problems, building council houses, shaping the locale and environment, working with partners to support children, and identifying opportunities for local regeneration
  - As a community leader, the Council will deliver high quality affordable services and work positively with others including partnership working on education, health, community safety and housing.
- **Tendring District Council Local Plan 2013-33 and beyond (publication draft)**

The emerging Local Plan consists of two sections. Section 1 has been prepared jointly with Braintree District Council, and Colchester Borough Council and contains strategic policies including the Garden Communities for North Essex. A Garden Community is proposed in the northern part of the district on the border with Colchester and will deliver up to 8,000 homes, including affordable housing, over a 50 year period. The plan sets out a shared vision for growth in North Essex up to 2033. In an initial letter following examination in public of the Local Plans, the Planning Inspector has endorsed the housing need for Tendring identified in the Local Plan but has also requested further evidence to demonstrate that the Garden Communities proposals are sound. The council and our partners will continue to collect the further evidence which is required to support the garden communities' proposal as it best protects existing towns and villages in the district and offers a sustainable way to meet the long-term growth needs and economic aspirations of the district.

Section 2 of the emerging Local Plan sets out the policies specific to the Tendring district and the council's strategic priorities for sustainable development and plans for economic growth. This section sets out the council's policies to determine planning applications, protect places and meet the social needs of the local population. This section also sets out the council's requirements for affordable housing over the duration of the plan and delivering homes to meet the needs of local people is a key priority for this strategy.

### **Housing Allocations Policy 2013**

The Housing Allocations Policy 2013 determines who can apply for housing in the district and who gets priority for housing. The policy states clearly that people applying for housing have to live in the district for at least 3 years before applying unless legislation determines otherwise or they are current or former members of the armed forces or residents who were placed in specialist accommodation outside the district. The policy contributes to the council's aim to ensure that local homes are allocated to households with strong residence connections to the district.

### **Tendring Health & Well-being Strategy 2018-20**

The Tendring Health and Well-being Strategy 2018-20 sets out a partnership approach to tackling pressing health issues in the district. It seeks to build on existing good work to ensure improved health outcomes for our communities. The core strategic principles set out in the strategy are:

- Tackling health inequalities
- Collaborating with partners
- Sharing resources and platforms

- Prevention and effective intervention
- Upscaling, co-designing and co-producing initiatives
- Empowering local communities and assets

The council recognises that good, decent affordable housing can improve health outcomes for our communities.

### **Livewell Essex**

Livewell is a campaign designed to engage communities, families and individuals with the aim of providing information about all that is on offer in Essex to improve health and wellbeing.

All Essex Local Authorities and our partners have come together to collaborate on the health and well-being agenda and work towards achieving better health outcomes for people across the district.

Livewell is comprised of 6 key themes including:

- **startwell** - Giving children the best start in life. Endeavors to help families have the best start in life.
- **bewell** – People of all ages, shapes, sizes and abilities can benefit from being physically active. Encourages more people to undertake regular physical activity, which will in turn produce longer term health benefits.
- **eatwell** – Healthy eating means consuming the right type and quantity of food from all food groups in order to lead a healthy life. Raising awareness across the district about healthier eating.
- **feelwell** – A state of mental wellbeing in which every individual realises his or her potential and can cope with the normal stresses of life. Improves the access to services that address mental wellbeing.
- **staywell** – Clinical wellbeing, a state of health. Working together with the community and professionals to ensure our residents have access to the best clinical services.
- **agewell** - Plan now for the future, for a healthier retirement. Endeavors to encourage people to look at improving their health and wellbeing now, to be able to lead a better quality of life in the future.

### **Economic Development Strategy 2013-23**

The Council's Economic Development Strategy creates the conditions to stimulate economic growth in the district and deliver changes to Tendring's economy that will benefit our businesses, residents, workforce and visitors. The strategy recognises the link between population and economic growth and outlines how housing development can stimulate economic growth. The strategy seeks to encourage new investment, new developments, new infrastructure and new communities as it is essential that new housing meets the current and future needs of the workforce.

### **Resident Involvement Strategy 2016-19**

The council's Resident Involvement Strategy 2016-19 sets out the council's approach to tenant involvement and the ways in which we will involve tenants in the service improvement process. It sets out our objectives in relation to tenant involvement and the actions required to meet those objectives. It ensures that the council, as a landlord, meets all statutory regulatory requirements and how our performance will be measured.



### **Housing Anti-Social Behaviour Strategy 2016-21**

The Housing Anti-Social Behaviour Strategy sets out the council's commitment to tackle anti-social behaviour because of the detrimental impact it can have on our residents, communities and visitors to the district. It sets out a partnership approach to support victims and to take action against perpetrators. The council is signed up to the Respect ASB Charter for Housing.

### **Empty Homes Strategy 2016-19**

The council's Empty Homes Strategy sets out the council's vision to tackle empty homes in the district. In June 2015, there were 760 long-term vacant dwellings in the district and at the time the strategy was launched, Tendring had the highest number of long-term empty homes in Essex, The strategy and the action plan therein aims to bring more empty homes back into use to meet housing need, improve communities and bring in additional funding through New Homes Bonus.

## **Part 2 – District Profile**

The Tendring district has an area of approximately 130 square miles with a coastline of 60 kilometres. The district is in North East Essex and borders Suffolk to the North as well as being approximately 70 miles from London. The district consists of a number of coastal and riverside towns and a largely rural heartland.

The largest urban area is Clacton-on-Sea. Tendring is also home to the international port of Harwich and the coastal towns of Frinton-on-Sea and Walton-on-the-Naze. The district contains the historic port of Brightlingsea and also Manningtree which borders Suffolk on the Stour Estuary. Our rural heartland contains many distinctive villages and hamlets of varying size.

### **Our population**

The Office of National Statistics estimated that the population of Tendring in 2017 was approximately 144,700 which constitutes 65,329 households which is predicted to rise to 75,791 households in 2037. There are more females than males living in the district. The population is primarily White British with only 2.4 % of households coming from a BME origin.

26.9% of the population is over the age of 65 compared to 18.3% for the rest of Essex and 16.4 % for the rest of England. By 2030, the number of over 65's in the district with an illness is expected to be 14,092 people compared to 10,294 people in 2015. Life expectancy is 78 for men and 82 for women which is lower than the regional and national average. Life expectancy is worse in the most deprived areas of the district. Life expectancy is 14.1 years lower for men and 9.9 years lower for women in the most deprived parts of the district compared to the least deprived parts of the district. The percentage of working age adults and young people is lower than the rest of Essex and England.

### **Social Indicators**

Tendring has a higher than average number of households who are claiming benefits or who constitute workless households. This is not surprising given the pockets of deprivation in the district, especially in Jaywick Sands and parts of Clacton-on-Sea. The number of unemployed households in the district is estimated to be 5.3% of the population compared to 3.6% for the rest of the East of England and 4.2% nationally. The district also has concentrated areas of multi-generational worklessness. There are 6,800 workless households that have a child under the age of 16 which is the highest number in Essex. 12% of children under the age of 16 live in a workless household. 24% of children in the district live in a low income family which is the highest percentage in the county.

Tendring suffers particularly from health inequalities, especially in its most deprived communities. A high proportion of the district's population (67.5% of adults) are classified as overweight or obese and the district has the highest level of physically inactive adults in the

county. Mental health and wellbeing is another concern in the district. Tendring has one of the highest suicide rates in the country (it was ranked 4<sup>th</sup> out of 324 districts in England in 2015/16) and also has higher than average admissions to hospital for alcohol-related harm. Tendring has a high prevalence of mental health disorders in children, which is not surprising given the high levels of child poverty and deprivation in the district. Mental health disorders in children have an impact on educational attainment and Tendring generally ranks poorly compared to the rest of Essex in terms of educational attainment.

Earnings in Tendring are lower than the regional average with the mean earned income for someone in employment being £28,116 per annum. The average household income for the district per annum is £29,071. As local housing allowance rates have been frozen until 2020 and rents in the private sector continue to increase, the private sector is becoming increasingly unaffordable for a growing number of households.

### **Housing Need & Demand**

The Council has a housing register which is used to allocate council and other registered provider accommodation. The housing register also gives an indication of the need for housing in the district. In November 2012, the Council adopted a new Housing Allocations Policy which introduced a residency requirement for households seeking to join the housing register. It is now a requirement that a person resides in the district for at least 3 years before applying for housing and that they have an assessed housing need. There are some exceptions to this rule prescribed by statute.

As at 1<sup>st</sup> March 2019, there are 1585 households on the housing register. The bedroom need is broken down as follows:

1 bedroom	774 households	49%
2 bedroom	435 households	27%
3 bedroom	263 households	17%
4 bedroom	91 households	6%
5 bedroom +	22 households	1%

The demand for housing is clearly weighted towards 1 bedroom accommodation. However, of the 774 households registered for 1 bedroom accommodation, 411 (53%) are households over the age of 60. This demonstrates that there is a need to address the housing needs of our older population especially as the trend will be for people to live longer and that one bedroom accommodation should be accessible and designed to meet long-term disabilities.

415 households (26%) on the housing register have a physical or mental health condition made worse by their housing. Furthermore, the number of employed households on the housing register has increased year on year from when the Housing Allocations Policy was adopted and 14% (202 households) have an adult member in employment. This is an indication of the difficulties in accessing home ownership in the district as households who would like to buy a home now see affordable rented housing as their only option.

Households applying for housing can express choice about where they want to live and this gives an indication of where the greatest demand for housing is in the district. Whilst households can express multiple areas, the preferred area for households applying for housing is as follows as at 1<sup>st</sup> March 2019:



Clacton-on-Sea	767 households	48%
Harwich/Dovercourt	229 households	15%
Rural Villages	216 households	14%
Frinton/Walton/Kirby's	193 households	12%
Manningtree/Mistley/Lawford	119 households	7%
Brightlingsea	61 households	4%

This demonstrates that the greater Clacton area (Clacton Town, Jaywick Sands, Great Clacton and Holland-on-Sea) is the area of highest demand and where the council needs to seek a maximisation of affordable housing.

### Homelessness

There has been a steady increase in homelessness in Tendring in recent years as various welfare reforms have taken hold and the opportunities to access the private rented market have decreased. Landlords are fearful of universal credit and the freezing of local housing allowance rates until 2020 has meant that the private rented sector has become increasingly unaffordable in recent years.

Under the terms of the Homelessness Reduction Act 2017, the council is required to prevent or relieve homelessness for any household in its area that is going to be homeless within 56 days. Only once these duties have been exhausted must the council consider if a full housing duty is owed. The council submits data quarterly to central government and this data gives an indication of homelessness trends in the district.

Year	Applications	Acceptances	Preventions	Number in TA*
2013/14	87	24	457	57
2014/15	137	50	402	42
2015/16	159	54	351	58
2016/17	288	92	321	94
2017/18	292	102	311	139

#### \*Temporary Accommodation

It is apparent that homelessness is increasing and the likelihood is that it will continue to increase in spite of the new legislation. The council will need to be more creative in terms of addressing homelessness and become less reliant on its own stock to meet homeless household's needs.

In terms of the causes of homelessness, the following data gives an indication of the 3 main reasons why people become homeless in the district: The figures relate to individual households:

Year	Ending of tenancy	Relationship breakdown	Parental Eviction
2013/14	6	9	5
2014/15	14	18	8
2015/16	20	8	11
2016/17	46	17	10
2017/18	59	17	14

The number of households becoming homeless as a consequence of losing a private tenancy has increased significantly. This is indicative of landlords' fears of welfare reform but also the fact it is becoming increasingly difficult for low-income or benefit dependant households to access alternative private rented accommodation. Accommodation is becoming increasingly unaffordable as local housing allowance rates remain frozen until 2020.

Although they are not main causes of homelessness, there are two causes of homelessness which consistently create problems for the Housing Solutions team, namely people being discharged from hospital or the care sector at short notice who cannot return home and people being asked to leave caravan/chalet parks because of seasonal restrictions on occupancy or because of site licensing breaches. The council will work with partners to establish protocols around hospital and care home discharges and explore ways to work with caravan/chalet site owners to prevent breaches of site occupancy rules where occupiers are living in holiday homes as permanent accommodation.

It is also important to look at some data on which households in the community become homeless.

Year	Families with children	Childless households
2013/14	11	13
2014/15	29	21
2015/16	30	24
2016/17	52	40
2017/18	68	34

Homelessness has a particular detrimental effect on the lives of children and long-stays in temporary accommodation can severely impact a child's development, education and health and well-being. This would indicate that there is a need to maximise affordable housing opportunities for family sized accommodation.

Rough sleeping numbers remain low in the district but remain a concern nonetheless. The number of rough sleepers in the district was last estimated to be 6 individuals in November 2018. It is for this reason that the council wants to explore new ways of working to address rough sleeping in the area and the Council will produce a new Homelessness Prevention and Rough Sleeping Strategy in 2019.

The council realises that it cannot end homelessness on its own and works in partnership with other agencies. In the last year, the Housing Solutions team has worked closely with the Peabody floating support service to meet the housing needs of vulnerable residents in the district. The council sits on the local Community Forum which meets to address the needs of the most vulnerable households in Clacton. The council also sits on the Essex Homelessness Officers Group and has worked in partnership with the group in recent years to establish county-wide protocols for intentionally homeless families and homeless 16-17 year olds.

### Part 3 - Our Housing

The housing market in Tendring is dominated by owner-occupied accommodation. The most recent Strategic Housing Market Assessment published in December 2015 stated that the tenure breakdown in the district was as follows:

Tenure	Number of households	Approx. %
Owner-occupation	44,569	70%
Private rented	12,968	20%
Social/affordable rent	5,623	9%
Shared ownership	79	1%

In terms of the rental market, it is demonstrated that the private rented sector is currently the key player in terms of choice and availability. The number of social/affordable rented homes is much lower than other districts/boroughs in the Housing Market Area (Braintree, Chelmsford & Colchester). The number of shared ownership homes is very low compared to other areas and according to the Office of National Statistics in 2018, the ratio of average house price to workplace based earnings in the East of England was 9.7%. This means that owning a home locally is more difficult than ever.

The private sector in Tendring suffers from condition and repair issues. According to the Department of Business, Energy & Industrial Strategy, 10.6% of households in the district live in fuel poverty which impacts on their health and well-being.. There have been affordable warmth strategies in place since 2003 to improve properties to ensure a decent, warm home is provided to live in. It is estimated that 21% of the homes in the district contain a Category 1 Hazard as defined in the Housing Health and Safety Rating System and that the cost of treating these hazards would be approximately £49m. Furthermore, treating and remedying these hazards would save the NHS approximately £2.3m per year. The council believes that good health starts at home regardless of tenure or sector. 30% of homes in the district have an EPC rating of E or below and are therefore classed as sub-standard.

As at 31<sup>st</sup> March 2018, there were 5558 affordable rented homes in the district. 3134 are owned by the council and 2424 are owned by other registered providers (housing associations). Of the 2424 properties are owned by other registered providers, 509 are let through the Seaside and County Homes Scheme and are homes built by the former Greater London Council for retired people living in the London Boroughs. They are therefore not available to households living locally and this reduces the potential pool of properties available.

Bedroom	Council	Registered Provider
1 bed	1191	748
2 bed	1034	953
3 bed	897	663
4 bed	9	55
5 bed +	3	5



In the affordable rented sector, there are noticeable gaps in provision that need to be addressed, notably:

- The council does not own any 3 bedroom bungalows at all in the district
- The council only owns 12 properties with 4 bedrooms or more.
- The council only owns 20 two bedroom houses in the greater Clacton area which is the area of highest demand
- The number of shared ownership homes is very low compared to other areas.

### **Affordable housing delivery**

The number of affordable homes delivered in the district in the last five financial years has been exceedingly low. The number of rented homes delivered has been as follows:

Year	Number of homes delivered
2014-15	0
2015-16	33
2016-17	5
2017-18	38
2018-19	8
Total	84

The low delivery of affordable housing in recent years means it is crucial to maximise the number of affordable homes to be delivered over the duration of this strategy and beyond. The most recent Strategic Housing Market Assessment has calculated that the district needs 550 homes per annum, of which 30% (165 homes per annum) should be affordable homes.

Given the low numbers of affordable housing delivered in recent years, it is essential that the council maximises the number of affordable homes that can be delivered through planning obligations. In recent years, the council has agreed to accept a number of “gifted” units from developers and there are currently 180 homes in the pipeline up to 2024. Whilst gifting was a reaction to uncertainty following legislation passed in 2016, it was never a formal policy and gifting has not and will not deliver the number of homes required to meet demand. Gifting will only be considered as an option in exceptional circumstances where a site is delivering housing of a specialist nature or to meet specific local needs.

In order to help address the low number of affordable homes being delivered, the council intends to produce a development and acquisitions programme to deliver council housing in the district. The programme will be funded through prudential borrowing, developer contributions towards affordable housing and recycled right-to-buy-receipts. 10 custom built homes are planned in Jaywick Sands (5 for rent and 5 homes for discounted sale) and council aspires to deliver a further 200 homes in the district over the next 5 years (a further 100 in Jaywick Sands and 100 in other parts of the district). The development and acquisitions programme will set out where the homes need to be delivered to meet demand, the types of homes that need to be delivered and how the delivery of the homes will be funded.

The council will also consider “buying back” homes sold under the right to buy where properties become available on the open market. In deciding whether to buy back a

property, the council will have regard to the type of property, its location and whether the purchase offers value for money and can meet demand in the district.

Right to buy has particularly affected our villages and smaller towns and out of the 33 towns and villages in the district, 15 have less than 25 affordable homes. The council will therefore support the delivery of rural exceptions sites and community land trusts to meet the needs of local people in our villages. The council received £700k in 2017 to facilitate the creation of community land trusts in the district and 3 have been established or are in the process of being established. This funding is still available and the council is keen to facilitate and support new community land trusts in the district.

In the last 2 years, 2 new independent living schemes have been delivered in the district in partnership between Essex County Council and Season Living. During the same period, the council has decommissioned 2 of its lower demand sheltered housing schemes in the district. As our population will live longer, the council will work in partnership with other bodies determine what type of housing our older residents aspire to live in and deliver accommodation to meet the needs of our older population.

Whilst the council, as a community leader, is taking a lead in developing new homes in Jaywick Sands and intends to deliver council housing other parts of the district, the council will work with other partners and providers to deliver the number of homes required over the course of this strategy. The council will work in partnership with other registered providers, developers, land owners, community land, housing and charitable trusts, commissioners and specialist providers to deliver the homes the district requires. The council will encourage self-build and custom-built housing and will decide and explore if it is feasible to set up its own housing company to deliver its own homes as an alternative delivery option.

### **The council as a landlord**

Tendring District Council owns 3134 homes and is proud of its record as a housing provider and enabler. The council enjoys consistent satisfaction rates from its tenants and is proud of its reputation locally and nationally as a landlord. In our most recent tenant satisfaction survey in 2018:

- 90% of tenants were satisfied with the council as a landlord
- 89% of tenants felt the rent they paid represented value for money
- 87% of tenants were satisfied with the quality of their home
- 85% were satisfied with their neighbourhood
- 82% were satisfied with the repairs and maintenance service

The annual rent roll for the council is approximately £14m per annum. At the end of 2017/18, rent arrears stood at 1.8% of the total rent roll for that year but it is anticipated that the percentage of rent arrears will increase as universal credit full service rolled out across the district in the Summer of 2018. The council re-lets approximately 10% of its stock each year.

The council has representation on the board of the Association of Retained Council Housing and has been assessed as “housing business ready” by the Housing & Finance Institute.

### **Our finances:**

Following the passing of the Localism Act 2011, the council as a housing provider became self-financing in return for taking on a debt of £35.97m in 2012 in the housing revenue account which it is required to repay over the next 30 years. Although this debt exists, the council welcomed the flexibility the legislation gave and is confident that the debt can be repaid from its rental income. The council has a robust 30 year business plan in place.

Significantly, a requirement to reduce rents by 1% per annum for 5 years from 2016/17, introduced by the Welfare Reform & Work Act 2016, has negatively affected the council's housing finances and had an impact on the council's capacity to support new development and acquisitions initiatives. The council estimated that £1m would be available per annum in 2015/16 for new build development or acquisitions but this had to be reviewed in light of government policy. The last year of the rent reduction requirement will be 2019/20 and thereafter, the council is likely to be able to increase rents by the CPI +1%. This will therefore increase the council's rent roll, albeit the council is conscious that the roll out of universal credit could lead to an increase in arrears and has accounted for bad debt to increase. It is predicted that at the end of 2019/20, there will be reserves of £4.36m in the housing revenue account and this will leave the council in a positive financial position. The debt cap on the council's ability to borrow for new build was removed in the Summer of 2018 giving the council greater flexibility to prudentially borrow. As rents increase from 2020/21, the council anticipates that it can commit more funds for development and acquisitions in future years.

As a landlord, the council will maintain and improve its stock through its capital programme (Housing Investment Programme). The Housing Investment Programme for 2019/20 is approximately £3.m and includes not only works on individual properties but also estate and environmental improvements and disabled adaptations. The council anticipates that the amount available for capital improvements will remain stable as more funds become available for development and acquisition initiatives.

The council receives government funding for its homelessness service and following the introduction of the Homelessness Reduction Act 2017, the amount of funding given to the council significantly increased. Between 2017/18 and 2019/20, the council will have received £1.008m in Flexible Homelessness Support Grant as well as £272,655 new burdens funding specifically related to the Homelessness Reduction Act 2017 and its implementation. The council has increased the staff resources in the Housing Options team with 4 new posts created and has provided grant funding to the local Women's Refuge (Next Chapter) as well as the local Mother and Baby project. However, an increase in emergency temporary accommodation placements has put finances under pressure and the funding is only guaranteed up to March 2020.

The council received an allocation of just over £2 million in 2019-20 to provide disabled facilities grants in the private sector. This was the highest allocation in Essex and is reflective of our ageing population and number of disabled residents in the district. The council also makes available discretionary loans for home owners to improve their homes that are in poor condition and the budget for 2018-19 is £365,640. The council will encourage households who are eligible to apply for grants and loans where necessary to improve the health and well-being of our communities and to support residents to remain in their homes.



Whilst the outlook is financially positive in terms of the Housing Revenue Account and the funds the council has received from central government to deliver homelessness and adaptations services, the council is still awaiting the results of the Government's consultation on its Housing Green Paper "A New Deal for Social Housing" and a separate consultation, "Use of Right to Buy Sales". Both consultation findings could impact on the delivery of new affordable homes in the district as risks could be posed to the council's ability to borrow to fund new homes. Funding for homelessness services is not guaranteed beyond March 2020 and the council still faces financial constraints now and in the future. The council will, where appropriate, lobby Government and other agencies to remove barriers or support enabling actions to assist in the delivery of this strategy.

## **Part 4 – Our Strategic Housing Priorities**

### **1. Delivering homes to meet the needs of local people**

Our priorities are as follows:

**The council will encourage and enable new housing schemes in the district from large scale developments such as the proposed Garden Communities settlement on the border with neighbouring Colchester to providing smaller numbers in our towns and villages such as rural exception sites.**

**The council will implement our emerging Local Plan to ensure we maintain a deliverable 5 year housing land supply and a balance between housing and economic growth.**

**The council will deliver a development and acquisitions programme using prudential borrowing in the housing revenue account, developer contributions towards affordable housing and right to buy receipts**

**The council will work with our local communities, other local authorities, the local enterprise partnership, clinical commissioning groups and neighbourhood planning groups to deliver the type and quality of housing the district needs which meets the aspirations of our residents and promotes economic growth in the district.**

#### **What we will do**

Strive to implement our Local Plan.

Seek 30% affordable housing on all eligible sites as set out in the emerging Local Plan unless there are prudent reasons not to do so.

Support our registered provider partners in bids for funding to provide affordable housing in the district.

Review our nomination agreements with registered providers in the district to maximise affordable housing to tackle demand.

Work in partnership with developers, land owners and registered providers to deliver quality affordable homes and cohesive vibrant communities.

Encourage and support low cost home ownership and starter homes in the district in line with national planning policy.

Encourage and support the provision of self-build and custom build housing

Deliver a development and acquisitions programme to deliver council housing in the district and maximise the opportunities on council owned land and on private developments.

Support and facilitate the creation of community land trusts to deliver affordable housing in the district.

Work with the Rural Community Council of Essex to support the delivery of rural exception sites in our villages.

Work in partnership with commissioners, specialist providers and other statutory bodies to deliver affordable housing provision suitable for our older people and those who are less able.

Decide and explore if it is feasible to set up a housing company to deliver affordable housing in the district.

## **2. Reducing and preventing homelessness and rough sleeping**

Our priorities are as follows:

**The council will deliver a new 5 year homelessness prevention and rough sleeping strategy in 2019**

**The council will reduce dependence on nightly paid accommodation and work with landlords to develop a temporary accommodation portfolio and better understand the private rental market.**

**The council will ensure it is complying with the provisions of the Homelessness Reduction Act 2017 to support residents and meet the needs of the most vulnerable.**

**The council will develop new services to address the needs of rough sleepers and those at risk of sleeping rough and will provide emergency accommodation during severe weather.**

**The council will review its Housing Allocations Policy to ensure it is fit for purpose in the light of the Homelessness Reduction Act 2017 and that it continues to provide local homes for local residents.**

### **What we will do:**

Deliver a new homelessness prevention and rough sleeping strategy in 2019

Recruit a Private Sector Accommodation Officer to work with landlords and other private sector providers to deliver more accommodation to reduce homelessness.

Work in partnership with registered providers to deliver supported temporary accommodation in the district.

Explore the feasibility of setting up a council leasing scheme to increase the supply of accommodation.

Reduce reliance on nightly-paid hotel accommodation and seek to eliminate its use by the end of the forthcoming homelessness prevention and rough sleeping strategy.



Review the impact of the Homelessness Reduction Act 2017 on current service provision and update policies and procedures accordingly.

Create tailored information for specific clients most at risk of homelessness and rough sleeping such as care leavers and veterans and develop specialist in-house knowledge to assist the most vulnerable members in our communities.

Work with the Clacton Town Centre Working Group and other statutory partners to address the housing and social issues in the town.

Deliver new services to address the needs of rough sleepers and those at risk of sleeping rough.

Support residents threatened with homelessness as a consequence of welfare changes.

Review the Housing Allocations Policy to ensure it is compliant with the Homelessness Reduction Act 2017 and still provides homes for local residents.

Work with the health and social care sector to improve discharge arrangements for those leaving hospital or care.

### **3. Making the best use of and improving existing housing**

Our priorities will be as follows:

**The council will ensure that private rented properties meet required standards in terms of management, repair and energy efficiency and use enforcement powers where necessary.**

**The council will review its incentive schemes and deliver new development opportunities to encourage tenants in council accommodation to move to smaller accommodation that is the right size for their needs.**

**The council will ensure that existing houses in multiple occupation meet necessary standards and will implement recent changes to licensing regulations.**

**The council will continue to reduce the number of long term empty properties as set out in the Empty Homes Strategy.**

**The council will deliver a housing investment programme to ensure that our tenants continue to live in decent, affordable homes.**

**The council will ensure that funding for home adaptations and improvements is spent in the most effective way.**

**What we will do:**

Work with planning colleagues and other statutory partners to tackle unlawful houses in multiple-occupation.

Review our civil penalties policy and HMO licensing policy to ensure they remain fit for purpose.

Work co-operatively with private landlords and agents to improve conditions in the private sector.

Publicise and encourage affordable warmth and energy efficiency programmes in the district.

Deliver a new incentive scheme to assist tenants wanting to move to the right size accommodation

Discontinue our cash incentive scheme which provides grants to council tenants to purchase private homes.

Deliver an annual housing investment programme over the course of this strategy.

Reduce the number of empty homes in the district.

Publish a revised Financial Assistance Policy for Private Sector Housing during 2019.

#### **4. Supporting people in their homes and communities**

Our priorities will be as follows:

**The council will ensure access to disabled facilities grants and other discretionary improvement loans is maximised to improve the health and well-being of our residents.**

**The council will encourage the provision of accessible properties for older people and those with disabilities**

**The council will review the provision of older persons housing in the district to plan for an ageing population.**

**The council will continue to support tenants and residents who have been affected by welfare reforms such as the benefit cap and bedroom tax and who have been affected by the roll out of universal credit in the district.**

**The council will consult with its tenants on the future delivery of its housing service.**

##### **What we will do:**

Encourage a maximum take-up of Disabled Facilities Grants and discretionary loans to support our older and disabled residents to remain in their homes.

Seek accessible properties as a priority on planning applications where affordable housing is required.

Undertake a project in partnership with other providers and commissioners to determine the housing aspirations and needs of our older population to facilitate future housing provision.

Create a new financial assistance policy to help those affected by welfare reform.

Implement any necessary recommendations following the consultation exercise on the Housing Green Paper “A New Deal for Social Housing” in consultation with our Tenants Panel.

## **Part 5 – Monitoring the Housing Strategy**

Some of the actions in this strategy are short-term and can be realised quickly. Others will take a number of years to bear fruition. There can be legislative or policy change at a national or local level that could render some of the actions in the strategy redundant or unachievable. It is therefore important that the strategy responds to changing needs and new actions are agreed as necessary.

The strategy will be accompanied by an action plan which will set out when the actions will be completed and achieved, The strategy and action plan will be reviewed and monitored regularly and a report will be produced and published annually to update the community and other interested parties on how the strategy is progressing.

### **Appendices:**

**Equalities Impact Assessment (to be completed)**

**Housing Strategy 2019-24 Action Plan (to be completed)**



<b>Key Decision Required:</b>	<b>Yes</b>	<b>In the Forward Plan:</b>	<b>Yes</b>
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## CABINET

19 JULY 2019

### REPORT OF CORPORATE FINANCE AND GOVERNANCE PORTFOLIO HOLDER

#### A.4 OUTTURN 2018/19 AND PROPOSED ALLOCATION OF THE GENERAL FUND VARIANCE FOR THE YEAR

(Report prepared by Richard Barrett and the Accountancy Team)

#### PART 1 – KEY INFORMATION

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

To seek approval of the allocation of the overall 2018/19 General Fund revenue variance.

##### **EXECUTIVE SUMMARY**

- The Leader agreed the overall outturn position for 2018/19 on 31 May 2019, with a high level summary of the General Fund revenue position as follows:

Variance for the year before carry forward requests	(£11.395m)
Agreed carry forwards that meet the carry forward criteria	£9.762m
<b>Variance for the year after agreed carry forwards</b>	<b>(£1.633m)</b>
Carry Forward requests from services that did not meet carry forward criteria	£0.790m
<b>Remaining Variance for the year</b>	<b>(£0.843m)</b>

- The variance for the year of **£1.633m** was agreed by the Leader on 31 May 2019 as part of the overall consideration of the outturn position for the year.
- This report therefore presents for consideration the **£0.790m** requested to be carried forward by services and the allocation of the remaining variance for the year of **£0.843m**
- The **£0.790m** that has been requested by services to be carried forward at the end of the year has been subject to further review as the various items do not meet the associated qualifying criteria. As they do not meet this underlying criteria, they are in effect a 'bid' by services to retain a proportion of the overall favourable outturn variance of **£1.633m** before any further allocations are considered.
- As set out in **Appendix A**, of the **£0.790m** requested to be retained by services, it is proposed to agree items totalling **£0.475m**, which leaves a balance of **£0.315m**.
- Although subject to Cabinet's approval, by default the amounts not agreed totalling **£0.315m** have been added to the **£0.843m** general variance for the year, giving a total figure of **£1.158m** against which further allocations need to be considered as part of this report.

## RECOMMENDATION(S)

**That Cabinet:**

**(a) agrees that of the total of £0.790m requested by services, £0.475m can be retained by them via the associated carry forward requests as set out in Appendix A.**

**(b) approves the allocation of the General Fund Variance for the year of £1.158m as set out in Table 1 of this report.**

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

Careful planning to ensure financial stability underpins the Council's capacity to deliver against its priorities. Both the capital and revenue budgets of the authority are prepared and monitored with the aim of supporting key objectives. The outturn position reflects this process and supports the successful financial planning process.

### FINANCE, OTHER RESOURCES AND RISK

#### Finance and other resources

The main financial implications are as set out elsewhere in this report.

#### Risk

There are no direct risks associated with this report although the ability to fund future financial forecasts is recognised as a strategic risk to support the achievement of financial resilience of the Council in both the short and long term.

### LEGAL

The Council is legally required to calculate a Council Tax requirement each financial year. Within this framework is the requirement to monitor and report accordingly on the financial position of the authority against this requirement.

As agreed by Full Council on 21 November 2017, the approval of the outturn position each year is delegated to the Finance and Corporate Resources Portfolio Holder with the outturn for 2018/19 being the second year subject to this delegation. As set out in the report to Council on 21 November 2017, any further decisions that may be required following the outturn process, such as allocating money brought forward from the prior year will be reported to Cabinet at a subsequent meeting. In effect the approval of the outturn delegated to the Finance and Resources Portfolio Holder will primarily only place available funding that needs further allocation in reserves until such time as a formal / separate decision is presented to Cabinet. This report therefore seeks Cabinet's approval of the allocation of the overall favourable variance at the end of 2018/19.

The outturn position for 2018/19 and associated actions agreed by the Leader on 31 May 2019 are within the Council's powers and reflect the statutory requirements and responsibilities of the Council in the preparation of its accounts.

### OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

**Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.**

Although there are no direct equality and diversity issues, the overall Financial Strategy and budget process aims to recognise any such issues where appropriate within the Council's wider Financial Framework.

### PART 3 – SUPPORTING INFORMATION

#### BACKGROUND

The Financial Outturn for 2018/19 was agreed by the Leader on 31 May 2019. As part of agreeing that report, carry forward amounts requested by services were split into two categories – those meeting the relevant carry forward criteria and those that did not. The carry forward criteria was set out in detail within the outturn report considered by the Leader on 31 May 2019.

Based on the above approach, carry forwards totalling **£9.762m** were agreed, leaving **£0.790m** requiring further consideration as part of this report, as they did not meet the relevant criteria.

The items totalling **£0.790m**, referred to above and set out in **Appendix A**, are in effect requests by services to retain part of the overall variance for the year before any further allocations are considered.

Following a review of the items set out in **Appendix A**, it is proposed to agree items totalling **£0.475m** with additional explanations set out within the appendix. This leaves **£0.315m** not agreed and therefore this amount has been added to the general fund variance of **£0.843m** at the end of 2018/19. This report therefore considers the allocation of this total variance of **£1.158m**.

#### PROPOSED ALLOCATION OF OVERALL GENERAL FUND VARIANCE FOR 2018/19

In respect of the overall general fund revenue variance of **£1.158m** highlighted above, it is proposed to allocate this funding in 2019/20 as follows, which takes account of a number of items / issues subsequently identified in early 2019/20 after the outturn report was agreed:

**Table 1**

Proposed Allocation	Amount	Comments
Cost of Scanning Microfiche	£0.010m	To compliment the <b>£0.025m</b> requested by Planning as set out in Appendix A, this additional contribution will enable the scanning of microfiche held by the authority. This will free up space and support the wider initiatives that form part of the overall office transformation project.
Replacement of Elections Equipment	£0.010m	To renew a number of pieces of equipment that are reaching the end of their useful life and need updating
Purchase of laptops and tablet computers	£0.035m	This amount has been identified to support the purchase of IT equipment to support the new flexible working arrangements as part of the office / digital transformation projects, which includes replacement equipment for members as necessary.
Flexible Project	£0.011m	To meet the cost of additional staff capacity to help



Capacity		deliver projects such as the Mayflower 400 commemorations.
Investment in Clacton Leisure Centre	£0.525m	Although subject to Cabinet's agreement to the proposals set out within a report earlier on the agenda, it is proposed to set aside this funding pending the agreement of the associated business case.
Contribution to Reserves	£0.567m	It is proposed to temporarily set aside the balance of the overall variance within the general revenue commitments reserve. At this time, it is felt prudent to wait to make a more specific allocation until the updated long term financial forecast has been revised later in the year, as it may be necessary for this sum to be used to support associated work or initiatives.
<b>Total Proposed Allocation</b>	<b>£1.158m</b>	

As highlighted last year and as included in discussions as part of the long term financial forecast over the last year, a primary use of one-off funding should include projects and initiatives that help 'isolate' the on-going revenue account from increased costs and to support projects that deliver against key lines of the long term forecast, which is broadly reflected in the proposed approach set out in the table above.

The Council continues to carefully balance its finances across investing in its priorities and delivering a long term sustainable financial plan. By taking the opportunity to maximise the benefit from the favourable outturn position to support the long term forecast complements the overall General Fund budget where investment has already been cash backed across a range of priorities.

#### **BACKGROUND PAPERS FOR THE DECISION**

None

#### **APPENDICES**

**Appendix A**                      **Requests by Services to retain funding at the end of 2018/19 to apply in 2019/20 via requests to carry forward the associated budgets.**

## Requests to Retain 2018/19 Underspends Via Corresponding Carry Forward Request

### Revenue

<i>Summary</i>	£
Items Agreed	474,510
Items Not Agreed	315,770
<b>Total</b>	<b>790,280</b>

### Detail

Service	Description	Amount Requested £	Comments
<b>Office of Chief Executive</b>			
<i>Chief Executive and Leadership Support and Community</i>	To support Chairman's Charity Event planned for early 2019/20	3,000	Agreed
<b>Total for Office of Chief Executive</b>		<b>3,000</b>	
<b>Corporate Services</b>			
<i>Corporate - General</i>	To support additional training / recruitment costs that compliment on-going base budgets	48,530	Agreed
<i>Finance - Other Corporate Costs</i>	Use of New Burdens funding to enable projects and initiatives to be considered in 2019/20	328,890	£98k agreed to support the rising cost of homelessness that reflects Cabinet's decision on 14 June 2019 as part of considering comments from the Resources and Services Scrutiny Committee. The remaining balance of £230,890 is not agreed as no specific projects currently identified and therefore should be considered as part of the allocation of the overall general fund variance for 2018/19 rather than a standalone amount.
<i>Finance - Other Corporate Costs</i>	Corporate Agency Staff budget	29,550	Not agreed. Where agency staff are being used in 2019/20, the costs will be met from existing employee budgets. Therefore there is no requirement to retain this corporate provision in 2019/20.
<i>IT and Corporate Resilience</i>	To support various projects that compliment the on-going office and digital transformation projects along with training for staff	119,140	Agreed

<b>Service</b>	<b>Description</b>	<b>Amount Requested £</b>	<b>Comments</b>
<b><i>IT and Corporate Resilience</i></b>	To meet the cost of ongoing licence cost increases.	20,830	Not agreed - this is an ongoing cost that needs to be considered as part of the overall digital transformation project and long term financial forecast to provide a sustainable long term solution.
<b><i>Democratic Services</i></b>	To support projects and activities associated with the digitalisation of electoral services.	11,430	Agreed
<b>Total for Corporate Services</b>		<b>558,370</b>	
<b>Operational Services</b>			
<b><i>Public Realm</i></b>	To undertake Naze Road Improvement Works - Second Phase	25,000	Agreed
<b><i>Housing and Environmental Health</i></b>	To support pre-grant loan advice for elderly and vulnerable residents	13,270	Agreed
<b><i>Building and Engineering</i></b>	Use of Additional Street Naming and Numbering income to support Street Lighting upgrade costs	19,290	Agreed
<b><i>Building and Engineering</i></b>	To meet potential consultancy costs associated with Waste Collection Contract Extension	34,500	Not Agreed - Money has already been carried forward as part of the outturn report agreed by the Leader, which should provide sufficient funding to support the roll out of the new service.
<b>Total for Operational Services</b>		<b>92,060</b>	
<b>Planning and Regeneration</b>			
<b><i>Planning and Customer Services</i></b>	To compliment on-going training budgets such as those associated with university fees as part of the 'grow your own' initiatives relating to Planning Officers	98,190	Agreed
<b><i>Planning and Development</i></b>	To support the scanning of microfiche as part of the wider office transformation project	25,000	Agreed
<b><i>Regeneration</i></b>	To support the Junior Ambassador Project due to commence in 2019/20	13,660	Agreed
<b>Total for Planning and Regeneration</b>		<b>136,850</b>	
		<b>790,280</b>	



<b>Key Decision Required:</b>	<b>Yes</b>	<b>In the Forward Plan:</b>	<b>Yes</b>
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## CABINET

19 JULY 2019

### REPORT OF FINANCE AND CORPORATE RESOURCES PORTFOLIO HOLDER

#### A.5 TREASURY MANAGEMENT PERFORMANCE 2018/19 (Report prepared by Richard Barrett and Wendy Borgartz)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

To report on the Council's treasury management activities and Prudential Indicators for 2018/19.

##### EXECUTIVE SUMMARY

- Borrowing and investments have been undertaken in accordance with the 2018/19 Annual Treasury Strategy that was approved by Council on 27 March 2018.
- **Summary of the Council's Borrowing Position:**

Amount Outstanding at the end of March 2019	Average Interest Rate Paid in 2018/19	Total Interest paid in 2018/19
£0.306m (General Fund)	7.947%	£0.032m
£41.770m (HRA)	3.386%	£1.441m

No external borrowing was undertaken in 2018/19 for either the General Fund (GF) or Housing Revenue Account (HRA).

- **Summary of the Council's Investment Position:**

Value of Investments held at the end of March 2019	Average Interest rate on Investments 2018/19	Interest Earned on Investments 2018/19
£59.470m	0.676%	£0.468m

The amount of interest earned from investments did increase during the year as the bank base rate was increased to 0.75% on 2 August 2018, but compared to historic interest figures it still remained low because of the continuing unprecedented low interest rates. Estimated income was increased during the year from the original estimate of **£0.236 million** to **£0.416 million**, with the outturn figure being **£0.468 million** as set out in the table above.

- The Council continues to hold one property within its Commercial Investment Portfolio, which had a balance sheet value at 1 April 2018 of **£3.100 million**. This

'book value' was reduced by the Council's appointed valuers to **£2.300 million** at the end of 2018/19. However this is an 'accounting' valuation and not a direct value that could be achieved on the market if it was sold. In-line with the budget, rental income of **£0.207 million** was earned on the property in 2018/19.

- Treasury performance figures for the year are set out in **Appendix A** with Prudential Indicators attached as **Appendix B**.

## RECOMMENDATION(S)

**That Cabinet notes the Treasury Management performance position for 2018/19 and approves the Prudential and Treasury Indicators for 2018/19.**

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

Good and effective Treasury Management supports the Council in delivery against its corporate goals and objectives.

### FINANCE, OTHER RESOURCES AND RISK

#### Finance and other resources

Key treasury management performance data is set out in **Appendix A**.

#### Risk

Risk is inherent in all treasury management activities. Such risks are considered within the Capital and Treasury Strategy with management actions necessary to mitigate the risks set out in the Council's Treasury Management Practices.

### LEGAL

This Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2018/19. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management, (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).

The Local Authorities (Capital Financing and Accounting) (England) Regulations 2003 include the requirement for local authorities to have regard to CIPFA guidance which this Council has adopted.

### OTHER IMPLICATIONS

Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.

**Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.**

There are no direct implications in respect of the above areas.

## PART 3 – SUPPORTING INFORMATION

### BACKGROUND AND CURRENT POSITION

The Council has adopted the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice for Treasury Management in the Public Services. The main reporting elements to comply with this code include:

- An Annual Capital and Treasury Strategy approved by Cabinet after consultation with the relevant overview and scrutiny committee for recommending to the Full Council.
- Regular monitoring reports that form part of the Council's Corporate Financial Performance Monitoring arrangements during the year. (For 2018/19, one issue was brought to the attention of members as part of this reporting process with no further issues to raise as part of this outturn review)
- An annual treasury performance or outturn report for the preceding year that is presented to Cabinet.

This report sets out the necessary information in response to the third bullet point above and provides a summary of the treasury activities undertaken in 2018/19 (**Appendix A**) and final Prudential and Treasury Indicators at the end of 2018/19 (**Appendix B**), with revised figures for 2019/20 where relevant.

During 2018/19, the Council complied with its legislative and regulatory requirements and associated treasury management activity remained in accordance with the Treasury Strategy and Treasury Management Practices with further details in respect of specific borrowing and investment considerations set out in the next section of the report.

### BORROWING AND INVESTMENTS 2018/19

#### **Borrowing**

The Base Rate set by the Bank of England was increased to 0.75% on 2 August 2018 and the latest forecast from the Council's treasury advisors indicates that this is unlikely to change until March 2020 when an increase is forecast to 1.00%, with a further increase to 1.25% forecast in September 2020. Public Works Loan Board (PWLB) rates rose for the period up to October 2018 but have fallen back again since and remain at low levels historically.

No external borrowing was undertaken during the year. In respect of the General Fund, the Council is currently maintaining an under-borrowed position. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with external loans, as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy remains prudent, as investment returns are low and counterparty risk remains relatively high. As set out in the Treasury Strategy, the current internal borrowing position is running just ahead of the £5m agreed. However given the continuing low return on investments and no significant increases in PWLB interest rates in the immediate future, it is felt prudent to maintain this position in the short term although this will be kept under review in consultation with the Council's external advisors and set against the background of potential increases in borrowing rates in the future.

No new borrowing or restructuring of existing debt was undertaken for GF or HRA purposes in 2018/19. Principal on HRA debt continues to be repaid each year in line with the 30 year business plan.



Debt rescheduling opportunities are limited in the current economic climate with no debt rescheduling taking place in 2018/19.

No temporary borrowing from the markets was required during the year.

One of the key prudential indicators relates to the Council's Authorised Borrowing Limit. It is therefore worth highlighting that borrowing has been maintained within the Council's Authorised limit as set out below:

Key Indicator			Limit 2018/19	Amount Borrowed (Internal and External)
Authorised borrowing	Limit	–	£80.505m	£47.446m

### **Investments**

The year saw the continuation of the challenging investment environment of low investment returns with relative high level of counterparty risk continuing. The tight monetary conditions remain and short term deposit rates remain at low levels, although there was an increase following the increase in bank base rates.

The Council manages its investments in-house and invests in accordance with the approved strategy. The Council invests for periods of time dependent on the Council's cash flows, the view as to future interest rate movements and the interest rates offered by counterparties whilst balancing various risks such as interest rate risk and counterparty risk.

The Council's investments continued across the following investment types:

- Deposits at fixed rates and for fixed terms with other local authorities and the Government's Debt Management Office (DMO)
- Deposits at fixed rates and for fixed terms with UK-based banks and building societies meeting the counterparty risk criteria
- Treasury bills, which are tradeable but if held to maturity are at fixed rates, although none were purchased during 2018/19 as the rates were much lower than could be achieved elsewhere
- Certificates of deposit, which are tradeable but if held to maturity are at fixed rates
- Use of deposit accounts with UK banks for liquidity

These remain the same instruments the Council has used in prior years so there has been no new investment types used during 2018/19. Further details on how the investment types changed over the year is set out below.

With poor investment returns available along with limited 'low' risk counterparties, a significant proportion of the Council's investments were still made with other local authorities. A number of banks have, however, seen their ratings rise over the past 36 months which brought them back onto the Council's lending list. The returns on Treasury Bills were so low that none were bought during the year. Certificates of deposit and fixed deposits with banks were pursued for much of the year and were used when they offered better returns than that available from local authorities. Local authority rates rose in autumn 2018 and in early 2019 and the Council continued to invest with them again. Both government and local authority investments fit well with the Council's low appetite for risk with the security and liquidity of the investment the prime concern.

The total invested in local authorities at 31 March 2019 was **£46.000 million** out of a total

investment of **£59.470 million**, with a further **£1.000 million** invested short term with the Debt Management Office. Other investments were held with UK banks with no amounts held with Building Societies, non-UK institutions or in Treasury Bills.

The Council receives regular credit rating updates during the year following which the appropriate action is taken as soon as practical where the credit rating falls below the minimum ratings which form part of the Council's Treasury Management Practices.

The UK holds an AA rating with two rating agencies and Aa2 with the third, with the lower grades not having a specific adverse impact on the Council's treasury activities at the present time.

In accordance with the Council's Commercial Property Investment Policy, an annual update on the portfolio is set out below.

In August 2017 the Council purchased an investment property in the District. The purchase was financed partly from capital receipts and partly from revenue resources, so there was no increase in indebtedness arising from the purchase. The purchase price, including stamp duty, was **£3.244 million**. At 31 March 2018 the property had been revalued to **£3.100 million** (the purchase price less stamp duty tax). During 2018/19 the Council's appointed valuer revalued the property for the purposes of the Council's Statement of Accounts and the fair value was reduced to **£2.300 million** at 31 March 2019. An impairment of **£0.800 million** was therefore recognised in the Council's 2018/19 statement of accounts, which is charged to revenue within the Comprehensive Income and Expenditure Statement and then reversed out through the Movement in Reserves Statement so that it does not fall as a direct cost that needs to be financed. It is worth highlighting that the above adjustments reflect the necessary end of year accounting adjustments and therefore do not necessarily reflect the value of the property on the open market. This remains as the only property in the portfolio.

In terms of the performance of the property, during the year the rental income was **£0.207million**. This represents an annual rate of return for the year of 6.4% compared to the purchase price including stamp duty. The property is therefore performing satisfactorily against the financial target with the budgeted investment income achieved for the year.

The current leasehold occupier of the property purchased ceased trading from the property in November 2018. At the present time discussions remain on-going with the current leasehold occupier to explore options going forward, which could include them subletting the property for the unexpired period of the lease (approximately 7 years). It is worth highlighting that the Council's Commercial Property Investment Policy is underpinned by robust risk management actions which will respond to any changes to the situation.

Given the above, there are no current risks to the Council's long term forecast or significant changes to the risk of holding commercial property, but this will be reviewed on an on-going basis with any changes required to be made to the forecast set out as part of the financial strategy process over the remainder of the year.

### **Specific Issues Experienced in 2018/19**

***Already Reported to Members on 14 September 2018 as part of the Financial Performance Report for the period ending July 2018 considered by Cabinet***

On 1 May 2018 the Council arranged a 'roll over' deal of £1 million with another Local

Authority. On paper this would require the repayment of £1m from the local authority that relates to the original deal, with the same amount being relented to them on the same day. In practice no money should change hands apart from the payment of the interest due, as in effect all that is happening is the period of the short term loan given to the other Local Authority is being extended. However, unexpectedly the relevant Local Authority repaid the **£1.000m** to the Council relatively late in the day and following discussions with the bank, it was not possible to send the money back to that Council the same day. Therefore the money remained with Tendring District Council overnight before the required transfer was completed the next day. As a result, the Council carried a total of **£1.717m** overnight in its bank account against a limit of **£1.000m**. There was no additional risk associated with this issue as the money was only held overnight. This was a rather unusual situation as such deals are completed on a regular basis with other local authorities with no such issues emerging. In practical terms, all the Council can do is make it clearer in any communication it has with local authorities when such deals are agreed in future.

#### **Compliance with Treasury and Prudential Limits**

During the financial year the Council operated within the treasury limits and Prudential Indicators set out in the Council's annual Treasury Strategy. The outturn for the Prudential Indicators is shown in **Appendix B**.

#### **BACKGROUND PAPERS FOR THE DECISION**

None

#### **APPENDICES**

**Appendix A** Treasury Performance figures 2018/19

**Appendix B** Prudential and Treasury Indicators 2018/19

## 1 Borrowing

## 1a Long Term Debt

Principal	Opening Balance 1 April 2018 £'000	New Borrowing £'000	Principal Repaid £'000	Balance at 31 March 2019 £'000	Average Debt for Year £'000
<b>Long Term Borrowing</b>					
PWLB - General Fund	464	0	158	306	408
PWLB - Housing Revenue Account	43,434	0	1,664	41,770	42,544
<b>Total Long Term Borrowing</b>	<b>43,898</b>	<b>0</b>	<b>1,822</b>	<b>42,076</b>	<b>42,952</b>

Average Interest Rates	Average Interest Rate 1 April %	New Borrowing %	Principal Repaid %	Average Interest Rate 31 March %	Average Interest Rate for Year %
<b>Long Term Borrowing</b>					
PWLB - General Fund	7.968	0.000	8.145	7.958	7.947
PWLB - Housing Revenue Account	3.368	0.000	2.371	3.408	3.386
<b>Overall Long Term Borrowing</b>	<b>3.417</b>	<b>0.000</b>	<b>2.872</b>	<b>3.441</b>	<b>3.429</b>

## Interest paid relating to 2018-19

General Fund	32
Housing Revenue Account	1,441
	<u>1,473</u>

Long term debt is defined in legislation as loans repayable over more than one year.

## 1b Total debt

Average debt over the year	£42,952
Interest paid relating to 2018-19	£1,473
Average interest rate for year	3.429%

This includes interest paid on temporary debt

## 1c Budget for Total Interest Paid

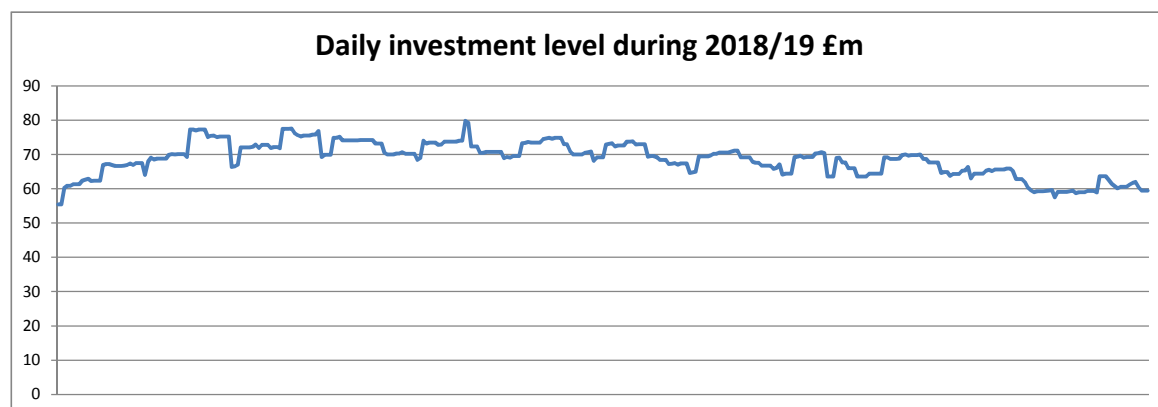
	Original Estimate £'000	Out-turn £'000	Variation from Budget £'000
General Fund	56	32	(24)
Housing Revenue Account	1,453	1,441	(12)
<b>Total Interest Paid</b>	<b>1,509</b>	<b>1,473</b>	<b>(36)</b>



## 2 Investments

### 2a Temporary Investments

Principal	Opening Balance 1 April 2018 £'000	New Investments £'000	Investments Repaid £'000	Balance at 31 March 2019 £'000	Average Investments for Year £'000
<b>Investments less than a year</b>					
Investments with UK Government via Treasury Bills, DMO, Local Authorities and other public bodies	46,000	303,800	302,800	47,000	
Investments with UK Financial Institutions (including Money Market Funds)	9,440	53,580	50,550	12,470	
Investments with non-UK Financial Institutions	0	0	0	0	
<b>Total Temporary Investments</b>	<b>55,440</b>	<b>357,380</b>	<b>353,350</b>	<b>59,470</b>	<b>68,573</b>



Average Interest Rates	Average Interest Rate 1 April %	Average Interest Rate 31 March %	Average Interest Rate for Year %
Temporary Investments	0.484	0.915	0.676

### 2b Budget for Total Interest Earned

	Original Estimate £'000	Revised Q3 CBM £'000	Out-turn £'000	Variation from Revised Budget £'000
<b>Total Interest Earned</b>	<b>(236)</b>	<b>(416)</b>	<b>(468)</b>	<b>(52)</b>

## 3 Base rates

%

At 1 April 2018	0.500
At 31 March 2019	0.750

*The rate was increased by the Bank of England on 2 August 2018*

## PRUDENTIAL INDICATORS

## CAPITAL EXPENDITURE

This is an estimate of the amount of investment planned over the period. As can be seen, not all investment necessarily has an impact on the Council Tax, schemes funded by grants, capital receipts or external contributions mean that the effect on the Council Tax is greatly reduced.

<b>Capital Expenditure - General Fund</b> <b>£000s</b>	<b>2017/18</b> <b>Actual</b>	<b>2018/19</b> <b>Q3 CBM</b>	<b>2018/19</b> <b>Actual</b>	<b>Notes</b>	<b>2019/20 as</b> <b>agreed by</b> <b>Council March</b> <b>2019</b>	<b>Amended</b> <b>2019/20 for</b> <b>carry</b> <b>forwards</b>
<b>Total Capital Expenditure</b>	<b>5,811</b>	<b>13,737</b>	<b>4,831</b>		<b>2,637</b>	<b>11,591</b>
<b>Financing - General Fund</b>						
External contributions	(142)	(282)	(203)		-	(59)
Section 106	(80)	(183)	(168)		-	(14)
Coast protection grant	(270)	(4,115)	(2,609)		(602)	(2,108)
Other Government grants	-	(322)	-		-	(322)
Disabled Facilities Grant	(1,151)	(3,759)	(1,077)		(757)	(3,439)
Capital receipts	(850)	(883)	(41)		(64)	(907)
Direct revenue contributions	(2,917)	(954)	(165)		(100)	(957)
Earmarked reserves	(401)	(3,239)	(568)		(1,114)	(3,785)
<b>Total Capital Financing</b>	<b>(5,811)</b>	<b>(13,737)</b>	<b>(4,831)</b>	<b>-</b>	<b>(2,637)</b>	<b>(11,591)</b>
<b>Net Financing need (External Borrowing)</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>0</b>	<b>0</b>

<b>Housing Revenue Account Capital Schemes</b> <b>£000</b>	<b>2017/18</b> <b>Actual</b>	<b>2018/19</b> <b>Q3 CBM</b>	<b>2018/19</b> <b>Actual</b>	<b>Notes</b>	<b>2019/20 as</b> <b>agreed by</b> <b>Council March</b> <b>2019</b>	<b>Amended</b> <b>2019/20 for</b> <b>carry</b> <b>forwards</b>
<b>Total Capital Expenditure</b>	<b>3,233</b>	<b>8,113</b>	<b>4,283</b>		<b>3,176</b>	<b>6,711</b>
<b>Financing - Housing Revenue Account</b>						
Major repairs reserve	(2,801)	(4,096)	(3,224)		(3,176)	(3,753)
Direct revenue contributions	(85)	(3,233)	(342)		-	(2,891)
Section 106	(92)	-	-		-	-
Capital receipts	(156)	(37)	(37)		-	-
External contributions	-	(667)	(600)		-	(67)
Government grant	(99)	(80)	(80)		-	-
<b>Total Capital Financing</b>	<b>(3,233)</b>	<b>(8,113)</b>	<b>(4,283)</b>		<b>(3,176)</b>	<b>(6,711)</b>
<b>Net Financing need (External Borrowing)</b>	<b>0</b>	<b>0</b>	<b>0</b>		<b>0</b>	<b>0</b>

## CAPITAL FINANCING REQUIREMENT

Each year, the Council finances the capital programme by a number of means, one of which could be borrowing. The Capital Financing Requirement (CFR) represents the cumulative amount of borrowing that has been incurred to pay for the Council's capital assets, less amounts that have been set aside for the repayment of debt over the years. The Council is only allowed to borrow long term to support its capital programme. It is not allowed to borrow long term to support its revenue budget.

<b>CAPITAL FINANCING REQUIREMENT</b>	<b>2017/18</b> <b>Actual</b> <b>£000</b>	<b>2018/19</b> <b>Estimate</b> <b>£000</b>	<b>2018/19</b> <b>Actual</b> <b>£000</b>	<b>Notes</b>	<b>2019/20 as</b> <b>agreed by</b> <b>Council March</b> <b>2019</b> <b>£000</b>
General Fund	5,912	5,676	5,676		5,449
Housing Revenue Account	43,435	41,770	41,770		40,106
<b>Total</b>	<b>49,347</b>	<b>47,446</b>	<b>47,446</b>		<b>45,555</b>

## GROSS DEBT AND THE CAPITAL FINANCING REQUIREMENT

This indicator compares the Capital Financing Requirement to the level of external debt and shows how much of the capital programme is financed from internal resources. The capital programme is partially funded in the short to medium term by internal resources when investment interest rates are significantly lower than long term borrowing rates. Net interest payments are, therefore, optimised.

PRUDENTIAL INDICATOR	2017/18	2018/19	2018/19	Notes	2019/20 as agreed by Council March 2019
	Actual	Estimate	Actual		£000
	£000	£000	£000		£000
Capital Financing Requirement	49,347	47,446	47,446		45,555
External debt	43,898	42,076	42,076		40,312
Internal borrowing	5,449	5,370	5,370		5,243

#### OPERATIONAL BOUNDARY AND AUTHORISED LIMIT

The Council must set an operational boundary and authorised limit for external debt. The operational boundary is based on the Council's estimate of most likely, i.e. prudent, but not worst case scenario for external debt. It reflects the decision on the amount of debt needed for the Capital Programme for the relevant year. It also takes account of other long term liabilities, which comprise finance leases, Private Finance Initiative and other liabilities that are not borrowing but form part of the Council's debt. The Council has none of these at present.

The authorised limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum amount of debt that the Council can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements.

PRUDENTIAL INDICATOR	2017/18	2018/19	2018/19	Notes	2019/20 as agreed by Council March 2019
	Actual	Estimate	Actual		£000
	£000	£000	£000		£000
Operational boundary - borrowing	72,934	67,861	67,861		67,704
Authorised limit - borrowing	81,038	80,505	80,505		76,455

#### RATIO OF FINANCING COSTS TO NET REVENUE STREAM

This is an indicator of affordability and highlights the revenue implications of existing and proposed capital expenditure by identifying the proportion of the revenue budget required to meet financing costs, net of investment income.

ESTIMATE OF THE RATIO OF FINANCING COSTS TO NET REVENUE	2017/18	2018/19	2018/19	Notes	2019/20 as agreed by Council March 2019
	Actual	Estimate	Actual		£000
	£000	£000	£000		£000
General Fund	0.33	-0.37	-1.91		-0.64
Housing Revenue Account	45.16	75.22	47.89		46.23

#### INTEREST RATE EXPOSURE

Tendring District Council currently has all its borrowings at fixed rate and usually has a mixture of fixed and variable rate investments. This indicator is set to control the Council's exposure to interest rate risk.

PRUDENTIAL INDICATOR	2017/18	2018/19	2018/19	Notes	2019/20 as agreed by Council March 2019
	Actual	Estimate	Actual		£000
	£000	£000	£000		£000
Upper limit for Fixed Interest Rates on debt	49,347	47,446	47,446		45,555
Upper limit for Variable Interest Rates on debt (based on 30% of the fixed rate limit)	14,804	14,234	14,234		13,667

**TOTAL PRINCIPAL SUMS INVESTED FOR PERIODS LONGER THAN 364 DAYS (excluding property)**

Interest rate risk is also affected by the proportion of the investments invested at fixed rates for longer periods, especially in a period when rates are expected to rise.

PRUDENTIAL INDICATOR	2017/18	2018/19	2018/19	Notes	2019/20 as agreed by Council March 2019
	Actual	Estimate	Actual		2019
	£000	£000	£000		£000
Limits on the total principal sum invested to final maturities longer than 364 days	0	3,500	0		3,500

**MATURITY STRUCTURE OF FIXED RATE BORROWING**

This indicator is set to control the Council's exposure to refinancing risk. The limits are set for each age range to ensure that the Council avoids too many fixed rate loans being matured at one time and spreads the maturity across several periods. The percentages for the upper and lower limits do not add up to 100% as they do not represent an actual allocation.

PRUDENTIAL INDICATOR	Upper limit	Lower limit	Actual outstanding debt maturity	2019/20 as agreed by Council March 2019	
			% at		
			31/03/2019	31/03/2020	
Under 12 months	25	0	4.19%		4.27%
12 months and within 24 months	30	0	4.09%		4.15%
24 months and within 5 years	60	0	12.63%		15.55%
5 years and within 10 years	75	0	22.92%		20.13%
10 years and above	95	25			
10-20 years			17.90%		16.89%
20-30 years			2.61%		1.82%
>30 years			35.65%		37.21%

**TREASURY INDICATOR - EXPOSURE TO CREDIT RISK**

The Council has adopted a voluntary measure of its exposure to credit risk by monitoring the value-weighted average score of its investment portfolio. This is calculated by applying a score to each investment (AAA=1, AA+=2, etc.) using the rating applicable when it is taken out and taking the arithmetic average, weighted by the size of each investment. Investments in government instruments such as DMO, treasury bills and in local authorities are scored as 1.

TREASURY INDICATOR	2017/18 Actual	2018/19 Actual	2019/20 Upper limit
Average credit score for investments	1.39	1.43	2.00



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## CABINET

19 JULY 2019

### REPORT OF DEPUTY CHIEF EXECUTIVE

#### A.6 PRIORITIES AND PROJECTS FOR 2019/20 AND A NEW CORPORATE PLAN 2020-2024

(Report prepared by Martyn Knappett and Anastasia Simpson)

#### PART 1 – KEY INFORMATION

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

To seek approval of the Cabinet's key priorities and projects for 2019 and to commence the process of preparing a new Corporate Plan for the period 2020-2024.

##### **EXECUTIVE SUMMARY**

##### **Corporate Planning and Performance Management**

The Council has an established set of arrangements to set out its long and medium term aims and to monitor progress in delivering them. This includes a long term Corporate Plan (agreed by Full Council), Annual Priorities and Projects in line with the Corporate Plan (agreed each year by Cabinet), quarterly performance reporting (to Cabinet and the Overview and Scrutiny Committees) and monthly performance reporting by the Management Team. In addition Departmental Plans are prepared annually at an operational management level.

An overview of the performance system is as follows:

<b>Timescales/Term</b>	<b>Performance Document/Plan</b>	<b>Key Objectives</b>
<b>4 Years</b>	<b>Corporate Plan</b>  Developed by Cabinet, agreed by Council	<ul style="list-style-type: none"> <li>• Long term Council aims /priorities</li> <li>• 'Plan on a page'</li> <li>• Strategic</li> <li>• Vision/Values of the organisation</li> </ul>
<b>1 Year</b>	<b>Priorities and Projects</b>  Developed and agreed by Cabinet	<ul style="list-style-type: none"> <li>• Specific deliverable projects</li> <li>• Performance Standards</li> </ul>
<b>Quarterly</b>	<b>Performance Reporting</b>  Deliverables developed / agreed by Cabinet	<ul style="list-style-type: none"> <li>• Reporting on individual priorities, projects and key service deliverables.</li> <li>• Reports provided to Cabinet and Overview and Scrutiny Committees</li> <li>• Reports include deliverables, targets, metrics and measures</li> </ul>
<b>Monthly</b>	<b>Performance</b>	By Council's Management Team

## Reporting and review

**Annually**

**Departmental Plans**

- Operational plans at officer level.

### **A new Corporate Plan**

The Leader of the Council announced his intention to begin the process of preparing a new Corporate Plan at the last meeting of the Cabinet.

With the election of a new Council and the formation of a new Administration, and given that the current Corporate Plan runs to 2020, this is an appropriate time to begin preparatory work to develop a new Corporate Plan for agreement by the Council.

The proposed timescale and process for doing this is set out in the body of the report. It will take a number of months in order to allow proper consideration and scrutiny of the proposed content before the Council is asked to formally agree the plan.

Cabinet is requested to confirm at this stage that the overall approach to the Corporate Plan, Priorities and Projects and Performance Management and reporting should continue on the current basis and that the Corporate Plan itself should again be

- a “Plan on a Page”,
- with Community Leadership at its heart,
- with other “cross cutting” themes identified such as Tending4Growth,
- and with a clear statement of the Council’s overall vision and values.

### **Priorities and Projects 2019/20**

Given the time needed to prepare and agree a new Corporate Plan it is proposed that the Cabinet’s Priorities and Projects for 2019-20 be approved now and that the regular performance reporting focusses on delivery of those priorities and projects for the current year.

Following informal discussions the Cabinet have developed the proposed Priorities and Projects for 2019-20 which are set out in Appendix A to this report and they are recommended to the Cabinet for formal approval.

Specific deliverables for the priorities and projects will be developed in consultation with the relevant Portfolio Holders and will be incorporated into the Performance Report for the end of Quarter 2 (end September 2019). That report will be put to Cabinet before either of the Overview and Scrutiny Committees so Cabinet as a whole can confirm the deliverables for its Priorities and Projects before they are subject to scrutiny.

### **RECOMMENDATION(S)**

**It is recommended that**

- (a) The Cabinet’s Priorities and Projects for 2019-20, as set out in Appendix A, are agreed.**
- (b) Deliverables and measurable outcomes for the Priorities and Projects are developed and incorporated into the Council’s Performance Reports for**

agreement by Cabinet and ongoing reporting and scrutiny as set out in this report.

- (c) Cabinet instructs officers to work with Portfolio Holders to bring forward proposals for a new Corporate Plan for the period 2020 to 2024 based on the approach set out above.

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

The current Corporate Plan sets out high level priorities for the Council 2016-2020, alongside an annual schedule of priorities and projects. The Council wants to ensure business as usual following the election and that updated, clear priorities are agreed for the current year and to enable a new Corporate Plan to be developed.

### FINANCE, OTHER RESOURCES AND RISK

There are no financial implications in setting out the Council's aspirations in a Corporate Plan or in the Annual Schedule of Priorities and Projects. Individual projects still need to be fully and properly assessed and formally approved prior to commencing. One of the priorities from the LGA Peer Challenge carried out in 2018 was that an enhanced approach to project management, project delivery and performance reporting be brought into use. This will encompass a full assessment of resources and risk.

### LEGAL

The Corporate Plan forms part of the Council's Policy Framework which means it must be approved by Full Council following a process involving both Cabinet and Overview and Scrutiny.

The legal implications of individual projects will be assessed when they are brought forward for formal decisions to be made.

### OTHER IMPLICATIONS

**Consideration has been given to the implications of the proposed decision in respect of the following and any significant issues are set out below.**

**Crime and Disorder / Equality and Diversity / Health Inequalities / Area or Ward affected / Consultation/Public Engagement.**

The implications of individual projects will need to be fully and properly assessed and approved prior to commencing. As with resources and risk assessment of other implications will be included as part of enhanced project delivery arrangements.

It is proposed that partners and stakeholders should be consulted on the draft Corporate Plan.

## PART 3 – SUPPORTING INFORMATION

### BACKGROUND

#### Corporate Plan 2020-2024

The Council's Corporate Plan sets out the Council's vision and values together with key strategic long term aims and priorities. It has a key focus on Community Leadership being "at the heart of everything we do". Once adopted by the Full Council it is part of the Council's Budget and Policy framework and thus sets the direction and context for the Council's work for the period of the Plan. For further information on the Budget and Policy Framework



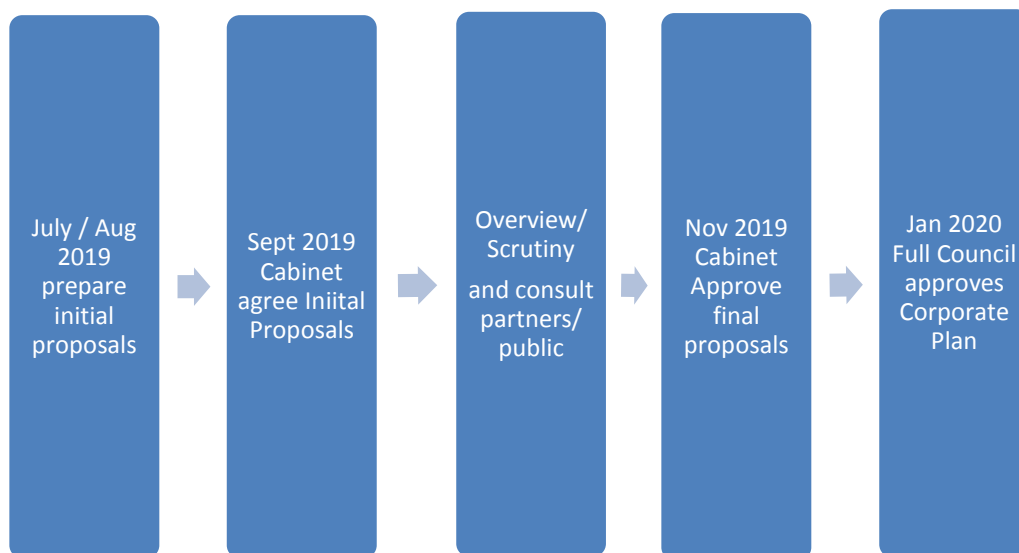
Members are referred to Article 4 of the Council's Constitution.

There is a specific process set out in the Constitution for the development, scrutiny and approval of the Corporate Plan.

Initial proposals are prepared and agreed by Cabinet; they are reported to the Overview and Scrutiny Committees for consideration and comment back to Cabinet; Cabinet then agree final proposals which are recommended to Full Council for approval.

Given the importance of the Corporate Plan for the long term focus of the Council there should also be a degree of public engagement and the opportunity should be provided to key partners of the Council and other stakeholders to feed into the process. This should include public service partners, business and community representatives. It is suggested that this should be carried out when the Cabinet's initial proposals have been prepared – in parallel with the review of the initial proposals by the Overview and Scrutiny Committees.

In light of the above the likely timetable for the preparation of a new Corporate Plan is as follows.



The Council's performance management arrangements seek to establish a clear linkage – sometimes referred to as a “golden thread” between the long term aims of the Corporate Plan, the medium term priorities and projects, the deliverables identified for those priorities and projects and the more detailed service aims set out in Departmental Plans and ultimately in the individual performance aims set for individual officers.

Having a clear statement of the Vision of the Council and the values it expects all Members and staff to adhere to also have a wide and deep influence on the day to day working of the Council.

Finally, with regard to the content and structure of the Corporate Plan and the Council's Performance Management arrangements this report suggests that the set of arrangements currently in place, and which has evolved over a number of years, is fit for purpose and works well, and should continue to be the basis used by the Council.

Thus it is proposed to prepare a high level strategic “Plan on a Page” which will include the Council's vision and values as well as the specific corporate priorities the Council wishes to

commit its resources to strive towards.

It is proposed that a strong focus on Community Leadership should be at the heart of the Plan and that it may be appropriate to identify other cross cutting themes in a similar way.

### **Priorities and Projects for 2019-20**

Given the timescale for preparing a new Corporate Plan it is important to continue to monitor and scrutinise performance against priorities in the current year.

The proposed Priorities and Projects for 2019-20 are set out in Appendix A. These have been developed through informal discussion with members of the Cabinet and are now presented for formal consideration and approval. In line with our Community Leadership role they include matters where the Council is not directly responsible but where it seeks to influence for the benefit of the District or to work with Partners.

They have been grouped into five themes as follows

Growing our Prosperous Economy – Tendring4Growth  
Building Sustainable Communities for Future Generations  
Strong Financial Management  
Delivering High Quality Services  
Maximising our Partnerships

Deliverable and measurable outcomes for the priorities and projects by March 2020 will be prepared and reported to Cabinet for approval as part of the regular Quarterly Performance Reporting arrangements and will then be subject to scrutiny in the usual way.

<b>BACKGROUND PAPERS FOR THE DECISION</b>
None
<b>APPENDICES</b>
<b>APPENDIX A – SCHEDULE OF PRIORITIES AND PROJECTS 2019-20</b>

**MARTYN KNAPPETT  
DEPUTY CHIEF EXECUTIVE, CORPORATE SERVICES**

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**TENDRING DISTRICT COUNCIL****Priorities and Projects 2019/20****Growing our Prosperous Economy – Tendring4Growth**

PRIORITY	Cabinet Member	Management Team Member
<ul style="list-style-type: none"> <li>Developing new businesses</li> </ul>	Business and Economic Growth Portfolio Holder	Ewan Green
<ul style="list-style-type: none"> <li>Supporting existing businesses</li> </ul>	Business and Economic Growth Portfolio Holder	Ewan Green
<ul style="list-style-type: none"> <li>Creating job opportunities</li> </ul>	Business and Economic Growth Portfolio Holder	Ewan Green
<ul style="list-style-type: none"> <li>Enhancing our great tourism offers</li> </ul>	Business and Economic Growth Portfolio Holder and Leisure and Tourism Portfolio Holder	Ewan Green Paul Price
<ul style="list-style-type: none"> <li>Exploring the opportunities of Brexit</li> </ul>	Business and Economic Growth Portfolio Holder	Ewan Green

**Building Sustainable Communities for Future Generations**

PRIORITY	Cabinet Member	Management Team Member
<ul style="list-style-type: none"> <li>Garden communities</li> </ul>	Leader, Deputy Leader & Corporate Finance and Governance Portfolio Holder	Ewan Green
<ul style="list-style-type: none"> <li>Jaywick Sands</li> </ul>	Housing Portfolio Holder	Paul Price
<ul style="list-style-type: none"> <li>Delivering the local plan</li> </ul>	Leader	Ewan Green
<ul style="list-style-type: none"> <li>Creating vibrant town centres</li> </ul>	Business and Economic Growth Portfolio Holder	Ewan Green
<ul style="list-style-type: none"> <li>Residents feeling this is a great place to live</li> </ul>	Business and Economic Growth Portfolio Holder / Partnerships Portfolio Holder	Ewan Green/Ian Davidson
<ul style="list-style-type: none"> <li>Housing strategy</li> </ul>	Housing Portfolio Holder	Paul Price
<ul style="list-style-type: none"> <li>Manningtree Underpass</li> </ul>	Leader, Deputy Leader & Corporate Finance and Governance Portfolio Holder	Ewan Green



## Strong Financial Management

PRIORITY	Cabinet Member	Management Team Member
• Budget	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• Maximising our assets	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• 10 year financial plan	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• Clear political leadership	Leader, Deputy Leader and all Portfolio Holders	Martyn Knappett
• Effective governance	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett

## Delivering High Quality Services

PRIORITY	Cabinet Member	Management Team Member
• Cliff stabilisation	Leisure & Tourism Portfolio Holder	Paul Price
• Waste contract	Environment and Public Space Portfolio Holder	Paul Price
• Leisure facilities review	Leisure & Tourism Portfolio Holder	Paul Price
• Creating a quality working environment for our staff	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• People	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• Office accommodation	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• Digital	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Martyn Knappett
• Customer Services	Independent Living Portfolio Holder	Paul Price
• Building and managing our own homes	Housing Portfolio Holder	Paul Price

<ul style="list-style-type: none"> <li>Proactive planning approach</li> </ul>	Leader	Ewan Green
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## Maximising our Partnerships

PRIORITY	Cabinet Member	Management Team Member
<ul style="list-style-type: none"> <li>Community leadership; <ul style="list-style-type: none"> <li>➤ Health</li> <li>➤ Education</li> <li>➤ Law and Order</li> </ul> </li> </ul>	Leader and Partnerships Portfolio Holder	Ian Davidson
<ul style="list-style-type: none"> <li>Influencing and lobbying for Tending (proactive and reactive)</li> </ul>	Leader and all Portfolio Holders	Ian Davidson
<ul style="list-style-type: none"> <li>Broadband</li> </ul>	Deputy Leader & Corporate Finance and Governance Portfolio Holder	Ewan Green
<ul style="list-style-type: none"> <li>Sport England</li> </ul>	Partnerships Portfolio Holder and Leisure and Tourism Portfolio Holder	Paul Price

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