



# PLANNING POLICY AND LOCAL PLAN COMMITTEE

**DATE:** Tuesday, 29 October 2019  
**TIME:** 6.00 pm  
**VENUE:** Council Chamber - Council Offices,  
Thorpe Road, Weeley, CO16 9AJ

**MEMBERSHIP:**

Councillor Turner (Chairman)  
Councillor Fairley (Vice-Chairman)  
Councillor Allen  
Councillor Broderick  
Councillor Bush  
Councillor Chapman

Councillor C Guglielmi  
Councillor I Henderson  
Councillor S Honeywood  
Councillor Newton  
Councillor Scott

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**Meeting papers can be provided, on request, in large print, in Braille, or on disc, tape, or in other languages.**

**For further details and general enquiries about this meeting, contact Ian Ford on 01255 686584.**

DATE OF PUBLICATION: Monday, 21 October 2019

## **AGENDA**

### **1 Apologies for Absence and Substitutions**

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

### **2 Minutes of the Last Meeting of the Committee (Pages 1 - 12)**

To confirm and sign as a correct record, the minutes of the meeting of the Committee, held on Tuesday 16 July 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 Questions on Notice pursuant to Council Procedure Rule 38**

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

### **5 Public Speaking (Pages 13 - 16)**

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

### **6 Report of Corporate Director (Planning and Regeneration) - A.1 - Employment Land (Pages 17 - 208)**

- a) To report the findings of the latest 'Employment Land Review' for Tendring which updates the evidence base in support of the employment land policies in the emerging Local Plan;
- b) To seek the Committee's endorsement for suggested amendments to the employment land policies aimed at ensuring that they are up to date, address some of the constructive criticisms raised during public consultation and are as robust and effective as possible; and
- c) To seek the Committee's agreement for the suggested amendments to be put forward for the Planning Inspector's consideration when they come to examine Section 2 of the Local Plan in 2020.

**7 Report of Corporate Director (Planning and Regeneration) - A.2 - Draft Housing Strategy and Planning Policy for Affordable Housing (Pages 209 - 312)**

- a) To present the draft Housing Strategy to the Planning Policy and Local Plan Committee for consultation and invite Members' comments for Cabinet's consideration;
- b) To report, to the Committee, the current position in respect of delivering affordable housing and the practical issues that have arisen in the application of the Council's emerging Local Plan policies;
- c) To seek the Committee's endorsement for suggested amendments to the emerging Local Plan's affordable housing policy aimed at maximising the delivery of affordable housing in light of weak delivery in the past; and
- d) To seek the Committee's agreement for the suggested amendments to be put forward for the Planning Inspector's consideration when they come to examine Section 2 of the Local Plan in 2020.

**8 Report of Corporate Director (Planning and Regeneration) - A.3 - Town Centre Planning Policies and Regeneration Schemes (Pages 313 - 336)**

- a) To report progress on the Council's regeneration projects for Clacton and Dovercourt Town Centres and their implications for policies and proposals in the emerging Local Plan;
- b) To suggest possible amendments to the planning policies in the emerging Local Plan relating to town centre uses aimed at allowing a more flexible range of activities in response to the changing role and function of town centres, the decline of traditional retail on the high street and government changes to the Use Classes Order; and
- c) To seek the Committee's agreement for the suggested amendments to be put forward for the Planning Inspector's consideration when they come to examine Section 2 of the Local Plan in 2020.

**9 Report of Corporate Director (Planning and Regeneration) - A.4 - Draft Heritage Strategy (Pages 337 - 430)**

To consider the contents of the draft Heritage Strategy and agree feedback to the Cabinet.

**10 Report of Corporate Director (Planning and Regeneration) - A.5 - Livewell Development Accreditation Scheme (Pages 431 - 468)**

To provide the Members with an overview of the Livewell Development Accreditation Scheme, to seek endorsement of the scheme and to outline the next steps for the promotion of the scheme.

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

*The next scheduled meeting of the Planning Policy and Local Plan Committee is to be held in the Council Offices, Thorpe Road, Weeley, CO16 9AJ at 6.00 pm on Wednesday, 11 December 2019.*

## **Information for Visitors**

### **FIRE EVACUATION PROCEDURE**

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

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

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

Your calmness and assistance is greatly appreciated.

**MINUTES OF THE MEETING OF THE PLANNING POLICY AND LOCAL PLAN  
COMMITTEE,  
HELD ON TUESDAY, 16TH JULY, 2019 AT 6.00 PM  
IN THE COUNCIL CHAMBER - COUNCIL OFFICES, THORPE ROAD, WEELEY,  
CO16 9AJ**

|                       |  |
|-----------------------|--|
| <b>Present:</b>       | Councillors Turner (Chairman), Fairley (Vice-Chairman), Allen, Bush, Chapman, Coley, Newton, Scott and Skeels  |
| <b>Also Present:</b>  | Councillor Lynda McWilliams  |
| <b>In Attendance:</b> | Ian Davidson (Chief Executive), Ewan Green (Corporate Director (Planning and Regeneration)), Cath Bicknell (Head of Planning), Lisa Hastings (Head of Governance and Legal Services & Monitoring Officer), Keith Simmons (Head of Democratic Services and Elections), Gary Guiver (Planning Manager), Will Fuller (Planning Officer) and Paul Woods (Development Technician) |

**1. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

Apologies for absence were submitted on behalf of Councillors Broderick (with no substitute) and G V Guglielmi (with Councillor Coley substituting).

**2. MINUTES OF THE LAST MEETING**

It was **RESOLVED** that the minutes of the last meeting of the Committee, held on 29 January 2019, be approved as a correct record and signed by the Chairman.

**3. DECLARATIONS OF INTEREST**

There were none on this occasion.

**4. QUESTIONS ON NOTICE PURSUANT TO COUNCIL PROCEDURE RULE 37**

There were none on this occasion.

**5. PUBLIC SPEAKING**

The Chairman invited the following persons to address the Committee:

Bill Marshall, a resident of the District, made a statement relating to item A.1 of the report of the Corporate Director (Planning and Regeneration) in which he urged Councillors not to approve the recommendations in that report. He referenced the publication of the report and appendices on 25 July and considered that there was too much information to digest in too short a period. He invited Members to delay, defer and reconsider the detail in the report. He expressed the view that residents had been excluded from the proposals and those residents did not want the proposed Garden Communities. He drew attention to the £2 billion borrowing and that this would, in his view, burden local residents for generations. As an alternative, Members were advised that he had submitted a proposal which he referenced as being DRPP, which had then

been identified as Alternative 7 and E4 in the Assessment. He also drew attention to a model he had displayed at the meeting of a rapid transport floating train.

Ted Gittens, a resident of the District, made a statement relating to item A.1 of the report of the Corporate Director (Planning and Regeneration) in which he considered that the Local Plan process was at a crucial point and he referenced the words of the Local Plan Inspector on the issue of promoting all three Garden Communities across North Essex at the same time and the difficulties with justification for this simultaneous development the Inspector had outlined. He considered the west-Tendring Garden Community was little more than a Colchester overspill with transport links westward rather than into the rest of Tendring. Instead he spoke in support of development in the area where the A120 and A133 diverge of which he described as Tendring central and linked it to the Metro Plan proposal referenced in the report. This he considered would redistribute development eastward and be more sustainable for the District.

Carol Bannister, a resident of the District, made statements relating to items A.1, A.2 and A.3 of the Report of the Corporate Director (Planning and Regeneration) in which she outlined that she supported Garden Communities, although not on the scale proposed. She described the District of Tendring as being a rural, tourist and retirement area and she spoke strongly about the need to retain this character. She did not believe organisations such as CAUSE represented the views of local people in Tendring. She was of the view that the Metro Plan proposal referenced in the report would destroy the villages identified in that proposal due to the huge growth the proposal envisaged. In respect of the report at A2, she advised the Committee that she considered the housing supply proposals should be accepted. She also spoke on the report at A3, and referenced her support for measures to protect local habitats and, in this regard, quoted Weeley Wood.

The Chairman, on behalf of the Committee, thanked the above persons for their input, views and considerations.

**6. REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION) - A.1 - SECTION 1 LOCAL PLAN EXAMINATION: ADDITIONAL SUSTAINABILITY APPRAISAL, EVIDENCE AND PROPOSED AMENDMENTS**

The Committee had before it a comprehensive report (and appendices) of the Corporate Director (Planning and Regeneration) (A.1) which sought:-

- a) the Committee's recommendation to Full Council that the Additional Sustainability Appraisal be approved and to inform the Committee of the findings of the additional evidence base having been prepared in response to the Planning Inspector's concerns about the new Garden Communities proposed as part of the Section 1 Local Plan for North Essex;
- b) the Committee's recommendation to Full Council that a series of proposed amendments to the Local Plan be submitted to the Inspector for consideration as minor and major modifications; and
- c) the Committee's recommendation to Full Council that a six weeks public consultation be undertaken on the Additional Sustainability Appraisal, additional evidence base and proposed amendments before they

were submitted to the Secretary of State to then enable the Local Plan Inspector to resume and conclude their examination.

### Background

The Committee was aware that Section 1 of the submitted Local Plan ('the Section 1 Plan') set out an overarching strategy for future growth across Braintree, Colchester and Tendring (the 'North Essex Authorities' ('NEAs')). As well as including policies setting the overall housing and employment requirements for North Essex up to 2033, the Section 1 Plan proposed three new cross-boundary 'Garden Communities' along the A120 corridor with the potential for longer-term and comprehensively-planned growth. In contrast, 'the Section 2 Plan' for each of the three authorities contained more specific local policies and proposals relevant only to their individual area.

Members were also aware that before a Local Plan could be formally adopted by a Council, it must be examined by a Government-appointed Inspector whose job it was to check that: (1) the Plan had been prepared in line with various legal requirements; and (2) that the policies and proposals in the plan complied with the 'tests of soundness' contained within the National Planning Policy Framework (NPPF). Examination hearings for the Section 1 Plan had taken place between January and May 2018. In June 2018 the Inspector had written to the North Essex Authorities setting out his initial findings. Whilst he confirmed the legal compliance and soundness of some elements of the Plan and praised the NEAs' innovation and ambition, the Inspector had found some of the evidence and justification in support of Garden Communities to be lacking and had therefore been unable to pass the Section 1 Plan as 'sound'. The Inspector's specific concerns had been reported to the former Local Plan Committee at its meeting held on 30 October 2018 (Minute 6 referred).

In his letter, the Inspector had offered the NEAs advice and options for how best to proceed. Having considered his advice, the NEAs in October 2018 had confirmed that they remained committed to using Garden Communities principles to secure the future housing requirements in North Essex and would produce additional evidence to address each of the Inspector's concerns. On 10<sup>th</sup> December 2018, the Inspector had confirmed that he was satisfied that the proposals for further work on the evidence base satisfactorily responded to the points he had raised as identified issues and he had paused the examination until the NEAs' further work on the evidence base and an Additional Sustainability Appraisal had been completed. Monthly updates had been submitted to the Inspector on the programme timetable as requested.

That additional evidence had now been completed and the findings were detailed within the main body of the Corporate Director's report. Those findings were summarised as follows:-

### **Additional Sustainability Appraisal**

Some of the Inspector's biggest concerns had been about the previous Sustainability Appraisal (SA) which was both a legal requirement of the plan making process and a key piece of evidence in determining the most appropriate 'spatial' strategy for growth. The Inspector had found that some of its

assumptions were either not properly justified or were 'biased' in favour of the NEA's preferred spatial strategy for three Garden Communities and therefore did not represent an objective, or reliable, assessment. He had advised that further work would be needed to rectify those problems and he had further advised different consultants ought to be selected for that work.

The Committee was informed that the additional SA had been undertaken by consultants LUC who had followed a revised methodology that had been shared with the Inspector and had been the subject of consultation and engagement with statutory bodies and key participants in the Local Plan examination – taking particular care to ensure it addressed the Inspector's previous concerns. The Additional SA first tested a range of alternative development site proposals against a series of tried and tested 'sustainability criteria' applying assumptions guided, where possible, by information provided by site promoters themselves. The second stage of the SA then tested different combinations of those site proposals against the sustainability criteria which represented a reasonable range of alternative spatial strategies for the Authorities to consider in determining the most appropriate approach for the Local Plan.

It was reported that the findings of the Additional SA had indicated that many of the site proposals and alternative spatial strategy options were closely matched when assessed against the sustainability objectives. However, none of the alternative spatial strategies had stood out as performing notably stronger than the current strategy in the submitted Section 1 Local Plan. There was consequently nothing arising from this new evidence that had suggested that the current spatial strategy was not justified or needed to change to make way for an alternative approach. Officers had therefore recommended that the NEAs continued to promote the current spatial strategy involving the creation of three new Garden Communities in the locations currently proposed.

#### **Additional evidence base**

- **Housing Infrastructure Fund Bids:**

A progress update on two bids to the Government's 'Housing Infrastructure Fund' (HIF) by Essex County Council (ECC) to secure funding: (a) for the realignment of the A12 between Marks Tey and Kelvedon; and (b) for the construction of a link road between the A133 and A120 and a rapid transit system to the east of Colchester. This would demonstrate to the Inspector that positive progress was being made in securing the road infrastructure that would be a key to the delivery of the proposed Garden Communities. The bids were currently being evaluated by Homes England. ECC had written to Government Ministers setting out the importance of announcements on the outcome of the HIF bids being made as soon as possible.

- **A120 Dualling:**

Indicative timescales had been drawn up for the construction of a new dual carriageway between Braintree and the A12 south of Kelvedon, following ECC's favoured route announcement in June 2018. This would provide greater clarity to the Inspector over the timing of works and their implications for highway capacity and the delivery of Garden Communities.



- Rapid Transit:

A technical feasibility study from transport consultants Jacobs had been commissioned showing how and when a 'Rapid Transit System' (RTS) could be delivered to connect the new Garden Communities to key services, facilities and employment opportunities in and around Colchester, Braintree and Stanstead; and how much it was likely to cost. This would address the specific shortcomings in the previous evidence identified by the Inspector in his letter.

- Modal Shift:

A technical paper from consultants ITP had been commissioned which explained how, through RTS proposals and other measures, the NEAs could achieve a 'modal shift' target for 30% of all journeys to, from and within, the Garden Communities to be made by rapid transit. Again, this would address the Inspector's previous concern about the likelihood of achieving that target.

- Marks Tey Station:

Update from discussions with Network Rail that suggested that a relocation of Marks Tey Railway Station to the centre of the proposed Garden Community for the Colchester/Braintree Borders Garden Community was unlikely to be a practical option. Although the Garden Community had never been reliant on the station being relocated, there was now clarity in moving forward that the development would need to be planned to integrate with the station's existing location.

- Housing Delivery:

Research had been carried out by the NEAs on the rates of housing development that could be achieved on large scale developments following different models and approaches in order to satisfy the Inspector that the scales of development proposed for the Garden Communities were realistically deliverable.

- Viability:

A Viability Assessment (VA) update from consultants Hyas which had re-tested the economic viability of the three Garden Community proposals in light of updated cost and value assumptions, and which addressed the specific concerns raised by the Inspector in relation to assumptions made in the previous assessment – including the cost of RTS. The updated VA had confirmed that all three Garden Communities could be considered to be economically viable under a range of situations and scenarios which were considered to be rational and reasonable. West of Braintree Garden Community was viable under all modelled scenarios. The viability of the Colchester/Braintree Borders Garden Community and (to a lesser degree) the Tendring/Colchester Borders Garden Community were more dependent on securing Government investment for upfront infrastructure and/or inflation in future property values.

- Employment Land:

A paper had been prepared by the Centre of Economics and Business Research (Cebr) advising on the calculation of how much 'employment land' ought to be incorporated into the Garden Community proposals in order to meet the needs likely to arise from growth in business and industrial activities and to contribute towards overall employment growth. This addressed the Inspector's specific concern about the lack of any indication as to how much employment land would be provided at each of the three Garden Communities. Cebr's paper had provided figures which formed the basis of proposed modifications to the Section 1 Plan.

- Phasing and Delivery:

An Infrastructure Planning, Phasing and Delivery report had been prepared by consultants AECOM which explored and set out reasonable assumptions for how each of the three Garden Communities could be delivered in a phased manner. The assumptions in that report had been particularly useful in informing wider assumptions about infrastructure delivery and economic viability.

- Infrastructure Costs:

A detailed cost estimate had been produced by consultants Gleeds which set out the overall scope, scale and estimated costs of all strategic infrastructure requirements for each proposed Garden Community.

- Habitats Regulation Assessment (HRA):

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An assessment had been undertaken by consultants LUC of the likely effects of development in the Local Plan on wildlife sites of European importance. A HRA was a legal requirement and the report had been updated to take into account an important legal ruling from the Court of Justice for the European Union and the progress that Essex Authorities had made in developing the Essex Recreation disturbance Avoidance Mitigation Strategy (RAMS).

- Delivery Mechanisms:

A paper had been commissioned from legal firm Dentons which explained how it was intended that a public and private sector partnership in the form of a Local Delivery Vehicle would be used to deliver the Garden Communities and how this meshed with current Government thinking. That evidence had also included a paper on State Aid considerations.

It was felt that all of the above evidence supported the Officers' view that the current proposals in the Section 1 Local Plan were sound and, when presented to the Planning Inspector, would address all of his previous concerns.

### **Proposed amendments**

The Committee was made aware that, as well as producing the above evidence in response to the Planning Inspector's concerns about Garden Communities, the North Essex Authorities had also compiled a table of proposed amendments to the Section 1 Plan. Those amendments were aimed at addressing certain

issues identified by the Inspector, partner organisations and objectors to the Plan and ensuring that the Plan met the tests of soundness. Many of the proposed amendments had arisen from suggestions and discussions at the examination hearings in 2018 and the Inspector's interim findings whereas others had arisen from the findings of the additional evidence base.

Importantly, Officers were not recommending any substantial changes to the strategy for growth, as set out in the Section 1 Local Plan. The additional evidence prepared in response to the Inspector's original concerns had demonstrated that the establishment of three Garden Communities in the broad locations already identified in the plan was justified and represented an appropriate, sustainable and deliverable strategy.

It was reported that notable amendments included:

- New policies (SP1A and SP1B) in order to clarify how the Local Plan, taken as a whole, would operate in practice in the determination of planning applications; and to reflect the new Essex-wide approach to recreational disturbance avoidance and mitigation in relation to internationally important wildlife sites.
- Additional wording in Policy SP3: 'Meeting Housing Needs' in order to explain how the housing figures in the policy would be used for assessing each Authority's five-year housing supply requirements.
- Corrections to the employment land figures in Policy SP4 for the individual NEAs following the discussions at the examination hearings and the Inspector's subsequent advice.
- Additional wording for the infrastructure and connectivity policy (SP5) in order to provide greater clarity over what would happen if, for whatever reason, it became clear that the infrastructure required for the Garden Communities would not be funded or delivered; as well as identifying the key infrastructure projects that would need to be secured in advance of the start of the Garden Communities.
- The inclusion of specific employment land figures in the Garden Community policies SP7, SP8, SP9 and SP10 as well as additional wording in relation to waste water, the protection of European designated sites and the historic environment and specific infrastructure priorities relevant to specific Garden Communities.

The Committee was aware that it would be the Inspector's choice whether to accept the proposed amendments to the Local Plan through the resumed examination process, in determining whether it satisfied the necessary statutory requirements and was sound. Section 20(7C) of the Planning and Compulsory Purchase Act 2004 provided that the Inspector must, if asked to do so by the local planning authority, recommend formal modifications to the local plan that would satisfy the requirements mentioned in subsection 20(5)(a) and was sound, therefore such modifications could be suggested by the Inspector following conclusion of the examination.

#### **Next steps**

Members were informed that if Full Council gave approval and the other NEAs also agreed, the Additional Sustainability Appraisal, all of the additional new evidence base documents listed above and the table of proposed amendments would be published for a six weeks public consultation period between 19 August and 30 September 2019 before they were submitted, along with any public representations received, to the Planning Inspector in order to enable him to resume the examination. It was expected that the further examination hearings would take place in late 2019 or early 2020.

After comments and questions on the actual subject matter of the report, some Members expressed concern about the volume of the information to be digested and the time to do this. In response to a procedural question, in respect of participation and voting at this meeting and at Council, the Head of Legal Services and Monitoring Officer confirmed that statements and voting at this Committee did not bind the Member in respect of the item's consideration at Full Council.

Having considered and discussed the contents of the Corporate Director's comprehensive report and appendices:-

It was moved by Councillor Newton, seconded by Councillor Skeels and:-

**RECOMMENDED TO COUNCIL** that –

- a) the additional evidence base summarised within Appendices 2 to 11 to the report of the Corporate Director (Planning and Regeneration) and available in full as background papers be accepted as part of the evidence base for Section 1 of the submitted Local Plan which contains strategic planning policies and proposals common to the North Essex Authorities of Braintree, Colchester and Tendring;
- b) the findings of the Additional Sustainability Appraisal work (summarised in Appendix 1 to the aforementioned report) which appraises the submitted Local Plan strategy for three cross-border Garden Communities and the reasonable alternatives to such strategy be approved;
- c) the Additional Sustainability Appraisal work and evidence base (including the additional evidence) be endorsed as supporting the existing spatial strategy for growth in the submitted Local Plan proposing three cross-border Garden Communities and that it is justified as being the most appropriate strategy;
- d) the schedule of proposed amendments to the submitted Local Plan (attached as appendix 12 to the above report) be approved;
- e) a six-week public consultation on the schedule of proposed amendments, the Additional Sustainability Appraisal work and the additional evidence base be undertaken, starting on 19 August 2019 and ending on 30 September 2019;
- f) following that period of public consultation, the above-mentioned documents along with any duly made representations received during the public consultation period, be submitted to the Secretary of State in order to enable the Local Plan

Inspector to resume and complete the examination of the Section 1 Local Plan; and

- g) the Local Plan Inspector be formally requested to recommend any further modifications to the Publication Draft Local Plan as necessary in order to make it 'sound'.

[Note: In respect of this item, at the conclusion of the meeting, the Committee's Chairman stated that all Councillors will be sent a copy of this report within the next couple of days to ensure that they had access to all the information for at least two weeks before the meeting of the Council. In addition, an offer of another All Member Briefing on this matter prior to 6 August was made.]

7. **REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION) - A.2 - UPDATED HOUSING SUPPLY POSITION, HOUSING TRAJECTORY AND STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA)**

The Committee had before it a detailed report (and appendices) of the Corporate Director (Planning and Regeneration) (A.2) which reported:-

- the number of new homes built in the District during the 2018/19 financial year;
- the current housing land supply position (the 'five-year' supply);
- the updated year-by-year trajectory for building new homes over the remainder of the new Local Plan period up to 2033; and
- the new Strategic Housing Land Availability Assessment (SHLAA) which provided the detailed evidence base for the above figures.

Housing Completions

It was reported that, in the period 1 April 2018 to 31 March 2019, 915 new homes had been completed in the District. This meant that the housebuilding target for the District (550 homes a year as set out in the emerging Local Plan) had been achieved for a third year in succession.

Five Year Supply

The Committee was informed that, in February 2019, the Government had made amendments to the National Planning Policy Framework (NPPF) which affected the way Councils calculated whether they could identify a five year housing supply. Where a Council's adopted Local Plan housing policies were more than five years old (as was the case for Tendring District Council), they were required to calculate housing supply against a 'local housing need' figure generated using the Government's standard methodology which, for this Council, meant a housing target of 863 homes a year as opposed to the 550 homes a year target in the emerging (but yet to be adopted) Local Plan. As a result of this change in Government planning policy which affected the way housing supply was calculated, the Council could technically only demonstrate a 4.2 year supply of deliverable housing sites. The implications of this were reported in the main body of the Corporate Director's report.

Housing Trajectory

Members were made aware that the Council could, however, demonstrate that the Local Plan requirement of 11,000 new homes between 2013 and 2033 could be met and comfortably exceeded. This would be through a combination of homes already completed since April 2013, development on large sites with planning permission, sites allocated for development in the Plan and small 'windfall' sites.

Having considered and discussed the contents of the Corporate Director's comprehensive report and appendices:-

It was moved by Councillor Fairley, seconded by Councillor Coley and:-

**RESOLVED** that the contents of the Corporate Director's Report be noted and the new Strategic Housing Land Availability Assessment (attached as Appendix 1 thereto) be endorsed as evidence to support the deliverability of housing proposals in the new local plan and to demonstrate an up-to-date five year housing land supply position for the purposes of determining planning applications and contesting planning appeals.

8. **REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION) - A.3 - ESSEX COASTAL RECREATIONAL DISTURBANCE AVOIDANCE AND MITIGATION STRATEGY (RAMS)**

The Committee had before it a comprehensive report (with appendices) of the Corporate Director (Planning and Regeneration) (A.3) which provided an update on the Essex Coastal Recreational disturbance Avoidance and Mitigation Strategy (RAMS) and which described how this could affect the Council's planning policies and decision-making in the future.

Members were informed that twelve Essex local planning authorities were working together on a mitigation strategy in order to protect the internationally designated Essex Coast from the effects of increased recreational disturbance as a result of population growth throughout Essex.

The Strategy sets out the necessary measures to avoid and mitigate the effects from increased recreational disturbance. The RAMS set a tariff of £122.30 per dwelling. This tariff would apply to all residential proposals, even proposals for one dwelling. This was because the whole of the District was within the Zone of Influence and the RAMS sought to avoid and mitigate the in-combination effects from all new dwellings.

The Committee was advised that in order to comply with the European Habitat Regulations, this Council was already seeking the said contribution from all new dwellings via legal agreements – but that the consultation on, and adoption of, the Supplementary Planning Document would ensure that this arrangement was formalised in a consistent way across Essex.

A number of comments were made by Members in respect of improving the access to designated protected habitats in order to reduce the impact of visitors to those habitats.

In response to a question, the Planning Manager confirmed that the proposed Essex RAMS tariff would apply to single dwelling developments as it would to

larger developments. In the same way, the current approach to the application of the tariff albeit without the benefit of supplementary Planning Document as now submitted for consultation applied to single dwelling developments and larger developments.

Having considered and discussed the contents of the Corporate Director's comprehensive report and appendices:-

It was moved by Councillor Scott, seconded by Councillor Skeels and:-

**RESOLVED** that –

- (a) the Draft Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS) Supplementary Planning Document (SPD) be approved for consultation purposes and that the contents of the RAMS Strategy Document (Technical Report and Mitigation Report) be noted; and
- (b) the Head of Planning be authorised to make minor changes to the SPD should it be necessary prior to the commencement of the consultation.. Any changes considered by the Head of Planning to be more than minor will be reported back to the Committee prior to any such consultation commencing.

The meeting was declared closed at 7.58 pm

**Chairman**

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# *Tendring* **District Council**



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

**JANUARY 2016**

### **GENERAL**

The Public Speaking Scheme (“the Scheme”) is made pursuant to Council Procedure Rule 39 and gives the opportunity for a member of the public and other interested parties/stakeholders to speak to the Council’s elected members on the Planning Policy & Local Plan Committee on any specific agenda item to be considered at that public meeting.

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

### **NOTICE OF QUESTION**

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

**Notice of a question is received by delivering it in writing or by email to Committee Services on [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk), by midday on Thursday 24 October 2019.**

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

### **STATEMENTS**

Advance notification of the content of a statement on specific agenda items is not required, but to assist the running of the agenda, notification of wishing to speak

should be given prior to the meeting. Please contact Committee Services (email [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk) or telephone 01255 686580).

## **NUMBER AND TIMING OF QUESTIONS**

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

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

## **SCOPE OF STATEMENTS OR QUESTIONS**

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

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

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

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

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

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

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

If you have a query with regard to public speaking, or wish to register to speak, please email [democraticservices@tendringdc.gov.uk](mailto:democraticservices@tendringdc.gov.uk) or telephone 01255 686580.

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

Tendring District Council, Planning Services, Council Offices Thorpe Road, Weeley,  
Essex CO16 9AJ Tel: 01255 686177 email: [planning.policy@tendringdc.gov.uk](mailto:planning.policy@tendringdc.gov.uk)

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

**(Council Procedure Rule 39)**

**(January 2016)**

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## PLANNING POLICY AND LOCAL PLAN COMMITTEE

29 OCTOBER 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.1 – EMPLOYMENT LAND

(Report prepared by Gary Guiver)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

- a) To report the findings of the latest ‘Employment Land Review’ for Tendring which updates the evidence base in support of the employment land policies in the emerging Local Plan;
- b) To seek the Committee’s endorsement for suggested amendments to the employment land policies aimed at ensuring that they are up to date, address some of the constructive criticisms raised during public consultation and are as robust and effective as possible; and
- c) To seek the Committee’s agreement for the suggested amendments to be put forward for the Planning Inspector’s consideration when they come to examine Section 2 of the Local Plan in 2020.

##### EXECUTIVE SUMMARY

One of the objectives of the planning system, both at a national and local level, is to build a strong, responsive and competitive economy. The Council’s emerging Local Plan seeks to support economic growth and job provision through a variety of means, including through the protection and future provision of ‘employment land’ – i.e. land for business and industrial use in classes B1 (Business), B2 (General Industry) and B8 (Storage and Distribution).

##### Employment Land Review

The ‘Employment Land Review’ is part of the evidence base to inform the Local Plan’s employment land policies and to help determine which sites to protect or allocate for business and industrial use. An Employment Land Review was initially undertaken by consultants on behalf of the Council in 2013 and was updated in 2016 and again in 2019. Key findings from the latest 2019 update include the following:

- Projected demand for additional employment land (over and above existing sites already in employment use) is forecast to be low for the period to 2033 (between 0 hectares and 9 hectares), based on market trends and analysis of different scenarios.
- Sites with extant outline or detailed planning permission already account for over 27

hectares of future employment land and an additional 17 hectares are allocated for employment use in the emerging Local Plan and are available to the open market.

- A further 53 hectares of land across a variety of additional sites have been assessed for their potential suitability for business and industrial use and these might provide options for further development in the longer term (potentially through a future review of the local Plan).
- The existing range of operational employment sites across the district continue to play an important role in meeting the needs of existing businesses and most should continue to be protected, however some sites have been identified as not suitable for further business activity beyond the specific requirements of their current occupiers and could be considered for alternative forms of development if current operations were to cease.

Overall, the Employment Land Review demonstrates that there is already more than enough employment land available in Tendring to meet projected demand for business and industrial floor space up to 2033 and there is consequently no need to include any additional land in the emerging Local Plan over and above what is already allocated.

#### Policy SP4 – Providing for Employment

Policy SP4 within Section 1 of the emerging Local Plan sets out the overall employment land targets for each of the North Essex Authorities (Tendring, Colchester and Braintree) for the period up to 2033. As published, the plan currently proposes a range of between 20 and 38 hectares of employment land for Tendring; although this is set to be revised down to a range of 12 to 20 hectares in line with the Local Plan Inspector's interim conclusions following the examination hearings that took place in 2018. The latest Employment Land Review broadly supports the view that based on up to date projections, the future requirement for additional employment land is likely to be lower than originally predicted.

#### Policy PP6 – Employment Sites

Policy PP6 within Section 2 of the emerging Local Plan seeks to protect existing operational sites for employment use. However, having considered some of the constructive criticisms submitted by various parties as part of the last Local Plan consultation in 2017, Officers believe the wording of the policy could be simplified and that the plan would also be greatly improved if the policies maps and local maps could expressly show the location of the existing employment sites to be protected – as opposed to requiring the reader to refer separately to the latest Employment Land Review document. Officers therefore seek the Committee's agreement to put forward some amendments to Policy PP6 for the Planning Inspector's consideration as part of the examination.

Having considered the findings of the updated Employment Land Review, Officers' suggested amendments would include identifying the following employment sites as protected sites in the Local Plan:

- Ford Road (Newman) Industrial Estate, Clacton;

- Oakwood and Crusader Business Park, Clacton;
- Gorse Lane Industrial Estate, Clacton;
- Valleybridge Road Industrial Estate, Clacton;
- Oxford Road Industrial Estate, Clacton;
- SATO Site, Valley Road, Harwich (supporting the current planning proposal to reconfigure the factory within its site alongside new housing);
- Durite Works, Valley Road, Harwich;
- Mercedes Site, Bathside, Harwich;
- Europa Way, Harwich;
- Kirby Cross Trading Estate, Clare Road, Kirby Cross;
- Harmer's Foundry, Walton on the Naze;
- Lawford Dale Industrial Estate, Manningtree;
- EDME Maltings, Mistley (working with owners to secure the future re-use of heritage buildings);
- Crisp Maltings, Mistley;
- Mistley Marine, Mistley;
- Mistley Port, Mistley;
- Morses Lane Industrial Estate, Brightlingsea;
- Shipyard Estate, Brightlingsea;
- Old Ipswich Road, Ardleigh.
- Lanswood Park, Elmstead Market
- Plough Road Centre, Great Bentley;
- Martell's Pit Industrial Estate, Ardleigh; and
- Rice Bridge Industrial Estate, Thorpe le Soken

The simplified wording to Policy PP6, and which would apply to the above sites, would be as follows:

## **Policy PP6**

### **EMPLOYMENT SITES**

The Council will seek to protect existing employment sites, as shown on the relevant Policies Maps and Local Maps. These will be safeguarded for B1 (Business), B2 (General Industry) and B8 (Storage or Distribution) purposes.

Proposals for employment uses falling outside of use classes B1, B2 or B8 (such as retail, other town centre uses or other 'sui generis' uses) on protected employment sites will be considered on their merits and against other relevant policies within the Local Plan.

Proposals for non-employment uses on these sites will only be considered if:

- a. it can be demonstrated that the land or premises have become inherently unsuitable for any form of employment use or there is clear and robust evidence of appropriate marketing with registered commercial agents at a reasonable price to demonstrate no realistic prospect for continued employment use; or

b. the alternative use will either facilitate or result in wider economic regeneration benefits that outweigh the potential loss of employment land or premises on the protected site.

If criteria a) or b) are met, the proposal must not have an adverse impact on the operation of any remaining businesses on the protected site and must not give rise to any incompatibility between land uses.

### Policy PP7 – Employment Allocations

Policy PP7 within Section 2 of the emerging Local Plan contains the list of sites that are allocated for future business and industrial development. The policy currently lists 8 sites with the potential to deliver between 19 and 22ha of employment land up to 2033 and further development beyond; but this list does not provide an accurate and up to date representation of the full range of employment sites (amounting to some 37ha) that are available for inward investment, many of which already benefit from outline or detailed planning permission. This includes 11.2 hectares of land south west of Horsley Cross which has now obtained detailed planning permission.

Whilst 37 hectares is well in excess of the projected employment land requirement, there is nothing to stop the Council making an ‘over-allocation’ of employment land and, if anything, this will ensure a choice of opportunities for potential inward investment to help create jobs in line with the Council’s priorities.

Officers consider that the plan would be improved if Policy PP7 could be updated to include all of the available employment sites and therefore seek the Committee’s agreement to put forward some amendments for the Planning Inspector’s consideration as part of the examination. The proposed wording for the amended policy would be as follows:

### **Policy PP 7**

#### **EMPLOYMENT ALLOCATIONS**

Just over 25ha of land is allocated for new development in use classes B1 (Business and Office Use, B2 (General Industry) and B8 (storage and Distribution) to support a diversity of employment opportunities, the majority of which has already obtained planning permission. The allocated sites are listed in Table 6.1 below and are identified on the Policies Maps and relevant Local Maps.

Table 6.1

| Name of Site   | Local Plan Allocation (ha)                       |
|--|--|
| Extension to Gorse Lane Industrial Estate, Telford Road, Clacton | 6.8ha  |
| Land at Brook Park West, Clacton                                 | 1.3ha (as part of a wider mixed use development) |
| Land at Stanton Europark, Parkeston                              | 3.3ha  |
| Land at Harwich Valley, East of Pond Hall Farm, Dovercourt       | 6.3ha (as part of a wider mixed use development) |



|  |               |
|--|---------------|
| Land at Dale Hall, Cox's Hill, Lawford                       | 0.2ha         |
| Land off Clacton Road/Dead Lane, Mistley                     | 2ha           |
| Extension to Lanswood Park, Elmstead Market                  | 1.2ha         |
| Extension to Plough Road Business Centre, Great Bentley      | 1ha           |
| Land at Ash Farm, Thorpe Road, Weeley                        | 1ha           |
| Crown Business Centre, Old Ipswich Road, Ardleigh/Colchester | 2.3ha         |
| Land south west of Horsley Cross                             | 11.2ha        |
| <b>Total Employment Land Area</b>                            | <b>36.6ha</b> |

On these sites, proposals for development in use classes B1, B2 and B8 will be supported. Proposals for employment uses falling outside of use classes B1, B2 or B8 (such as retail, other town centre uses or other 'sui generis' uses) on protected employment sites will be considered on their merits and against other relevant policies within the Local Plan.

Applications for alternative non-employment uses will only be considered if it can be demonstrated that there is no reasonable prospect of a site being used for the allocated employment use. Such applications will be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

Proposals for new employment-related development on land outside of these allocations will be considered on their merits having regard to their potential to support economic growth in the district and the requirements of other policies in this Local Plan.

Additional employment land will also be identified as part of the mix of uses proposed at the Colchester Tendring Borders Garden Community within the separate Development Plan Document (DPD) for that area.

It is recommended that the Local Plan's policies maps and local maps would be amended to show all of the above listed sites.

### Policy PP13 – The Rural Economy

A large section of Policy PP6, as currently worded, relates to farm diversification schemes and other rural employment developments as opposed to existing protected employment sites. In suggesting a simplification of Policy PP6, Officers suggest moving the wording relating to farm diversification schemes into Policy PP13 which specifically relates to the rural economy. Officers consider that this would be more logical place for such policy wording to be provided.

### Making amendments to the Local Plan

The Local Plan has already been submitted to the Secretary of State for it to be examined by a government-appointed Planning Inspector. The Inspector have the power to recommend

'modifications' to the Local Plan, following the examination, aimed at addressing any issues with the soundness of the plan. Whilst it will be at the Inspector's discretion which modifications are formally recommended, the Council will have the opportunity suggest changes to the Inspector, for their consideration, as part of the examination process. It is recommended that the changes outlined in this report be put forward to the Inspector for their consideration, at the appropriate time.

## **RECOMMENDATION**

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

- a) Notes the findings of the 2019 update of the 'Tendring Employment Land Review (ELR) undertaken by Hatch Regeneris and BE Group (September 2019) (as set out in Appendix 1) and agrees to its inclusion in the Local Plan evidence base;**
- b) Considers and approves Officers' suggested amendments to Policy PP6, Policy PP7 and Policy PP13 in the Tendring District Local Plan 2013-2033 and Beyond: Publication Draft (the emerging Local Plan) as set out in this report; and**
- c) Authorises the Head of Planning to put forward the suggested amendments to Policies PP6, PP7 and PP13 to the Planning Inspector for their consideration as part of the examination of the Section 2 Plan.**

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

### **DELIVERING PRIORITIES**

The protection and allocation of employment land through the emerging Local Plan aligns with key elements of the Council's draft Corporate Plan 2020-2024. These include the Tendring4Growth theme and the specific priorities to have effective planning policies, develop and attract new businesses, support existing businesses and deliver more and better jobs.

### **RESOURCES AND RISK**

The preparation of Section 2 of the emerging Local Plan has been undertaken by the Council's Planning Policy team with assistant from specialist consultants and has been funded through the Council's agreed LDF (Local Development Framework) budget. The independent examination and any future review of the plan will also be funded from this source. The Employment Land Review has been prepared by consultants Hatch Regeneris utilising the Council's approved Economic Development budgets. It has been carried out alongside a new Economic Development Strategy for Tendring which is in the process of being completed and will be reported to Members in due course.

The suggested amendments to the employment land policies in the emerging Local Plan are designed to address comments raised during the last public consultation exercise and ensure that

the policies are as effective as possible. However, the Planning Inspector is under no obligation to accept the amendments and propose them as formal modifications and, if they believe that the policies as currently written adequately meet the 'tests of soundness' from the National Planning Policy Framework (NPPF) and do not require any changes, they might carry forward to the final adopted version of the Local Plan without change.

If the Inspector does however accept the Council's suggested amendments and they do become formal modifications to the Local Plan, they will need to be the subject of public consultation and this may result in further objections requiring consideration by the Inspector and potential further examination before the plan can be adopted. That said, because the amendments being suggested by Officers are aimed at simplifying policies and ensuring the Local Plan reflects the factual reality of where existing employment sites are located and the range of sites that already benefit from planning permission for new employment-related development, they should not be very controversial.

## **LEGAL**

The planning legislation and the National Planning Policy Framework (NPPF) (both the 2012 version applicable to this Local Plan and the new 2018 version that was updated in 2019) place Local Plans at the heart of the planning system, so it is essential that they are in place and kept up to date. The NPPF expects Local Plans to set out a vision and a framework for the future development of the area, addressing the needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 (as amended) state that applications for planning permission must be determined in accordance with the 'development plan' unless material considerations indicate otherwise. The statutory 'development plan' for Tendring, as it stands is the 2007 Adopted Local Plan. However, the policies and proposals in the Adopted Local Plan are increasingly out of date. The NPPF states that where the development plan is out of date permission should be granted for sustainable development unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits or other policies indicate otherwise. It is therefore essential to progress the emerging Local Plan through the stages of the plan making process and ensure it meets the requirements of national planning policy so it can become the new statutory development plan and be relied upon by the Council acting as the Local Planning Authority.

The Town and Country Planning (Local Planning)(England) Regulations 2012 make provision for the operation of the local development planning system including, for the purposes of this report, regulations relating to the preparation, publication and representations relating to a local plan and the independent examination.

The NPPF requires a local planning authority to submit a plan for examination which it considers to

be “sound” meaning that it is: positively prepared, justified and effective. The job of the Planning Inspector is to test that the Local Plan meets legal and procedural requirements and the above tests of soundness. Any modifications proposed by the Inspector at the end of the examination process will ensure the plan meets all of these requirements but these have to be published for consultation in their own right before the Council can proceed to the final adoption of the Local Plan.

The amendments being suggested through this report are not an indication that the emerging Local Plan as currently written is ‘unsound’, but are aimed at improving the plan in response to constructive comments received during the last public consultation and to reflect the latest evidence and the factual planning status of employment sites in Tendring.

## **OTHER IMPLICATIONS**

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

**Consultation/Public Engagement:** The affordable employment land policies in the emerging Local Plan have already been the subject of public consultation at issues and options stage (2015), preferred options stage (2016) and publication stage (2017). All of the sites suggested by Officers for inclusion in Policy PP7 as employment allocations have also been the subject of public consultation; either in relation to their inclusion in the emerging Local Plan or in relation to a site-specific planning application. If the Inspector accepts the Council’s suggestions for amending the employment land policies and proposes them as ‘main modifications’ to the plan following the examination, they will need to be the subject of public consultation in their own right before Section 2 of the plan can proceed to adoption. The consultation may result in further objections; however, unless they raise fundamental issues which require re-examination, they are unlikely to result in further changes. If they do, there is a risk of further delay to the examination process and the timetable for adoption.

## **PART 3 – SUPPORTING INFORMATION**

### **National Planning Policy on Employment Land**

Because the Council’s emerging Local Plan was prepared in accordance with the National Planning Policy Framework (NPPF) that was published in 2012 and was submitted to the Secretary of State before 24<sup>th</sup> January 2019, the Planning Inspector will be examining the plan to ensure it complies with the 2012 NPPF rather than the latest version published in 2018 and updated in 2019. That said, both the 2012 and 2019 versions of the NPPF have similar policies in relation to supporting economic growth and the development of employment land.

Section 1 in the 2012 NPPF is concerned with building a strong, competitive economy. Paragraph

21 requires Councils to plan proactively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> century. Paragraph 22 requires Councils to set criteria, or identify strategic sites, for local and inward investment to match their economic vision and strategy and to meet anticipated needs over the plan period which, for Tendring is up to 2033. Paragraph 22 says that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. It also says that land allocations should be regularly reviewed and where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

Paragraph 160 in the 2012 NPPF, in respect of plan making, requires Councils to have a clear understanding of business needs within the economic markets operating in and across their area. Paragraph 161 requires Councils to use this evidence base to assess the quantitative and qualitative needs for land or floorspace for economic development as well the future supply of land available for economic development and its sufficiency and suitability to meet the identified need.

The policies relating to economic growth and employment land in the 2019 NPPF are essentially unchanged and are mainly found within section 6 of that document.

### **Economic Development Strategy**

The approach taken to economic growth in the emerging Local Plan aligns with the Council's 'Economic Development Strategy' which was prepared in 2013 by consultants Regeneris. The Economic Development Strategy is in the process of being updated for 2019 by 'Hatch Regeneris' (renamed following a merger) and will be reported to Members in due course – but the main thrust of the strategy is not expected to change and it will remain important to maintain a supply of employment land in the right locations to support growth in the business and industrial sector.

### **Employment Land Review**

The Employment Land Review is a key component of the 'evidence base' to inform the content of the Council's Local Plan, in particular its Council's policies on the protection and allocation of employment land for business and industrial use including B1 (Business), B2 (General Industry) and B8 (Storage or Distribution) – uses that are generally best located on dedicated business parks and industrial estates and kept separate from housing. Use class B1 is subdivided in B1a) (Offices), B1b) (Research and Development) and B1c) (Light Industrial).

In 2013, Regeneris undertook an Employment Land Review for Tendring which informed early versions of the new Local Plan. In 2016 the evidence was updated by different consultants Aspinall Verdi and that update informed the content of the 2017 publication draft of the Local Plan which was submitted to the Secretary of State to be examined. The Employment Land Review has been updated once more in 2019 by Hatch Regeneris and BE Group to ensure it is up to date – particularly in light of many changes to the planning status of numerous employment sites in

Tending.

The 2019 Employment Land Review (attached as Appendix 1) contains a fresh assessment of the likely projected demand for employment land between now and 2033 based on up to date economic and demographic projections and scenarios. It also contains an assessment of the district's existing stock of business and industrial premises and an assessment of existing and potential employment sites to determine how well the supply of land and premises is likely to meet the projected demand. The assessment then leads to recommendations as to whether certain sites should be protected for employment use or released for alternative forms of development and whether or not certain sites should be allocated for future employment in the Local Plan.

The main headlines from the 2019 Employment Land Review are as follows:

- Looking at economic projections, the projected demand for additional employment land (over and above existing sites already in employment use) is forecast to be low for the period 2017 to 2033 (between 0 hectares and 9 hectares), based on market trends and analysis of different scenarios.
- Under an 'employment led' scenario which uses Experian forecasts, 3.31 hectares of employment would be required, comprising 1.72ha of B1a/B1b), -2.69ha of B1c/B2 and 4.28ha of B8. This is a fairly low requirement.
- Under a 'labour supply' scenario which takes into account the amount of new housing expected to be built in the area, -1.41 hectares (i.e. none) would be required, comprising 0.73ha of B1a/B1b, -3.23ha of B1c/B2 and 1.09ha of B8. This suggests that some employment land and premises might be lost.
- Under a 'past take up' scenario which considers previous trends in actual employment land delivery, 8.7 hectares would be required, comprising 0.3ha of B1a/B1b, 2.6ha of B1c/B2 and 5.8ha of B8. This is the most positive of the three scenarios.
- Sites with extant outline or detailed planning permission already account for over 27 hectares of future employment land and an additional 17 hectares are allocated for employment use in the emerging Local Plan and are available to the open market. This is already well in excess of the projected demand representing a supply of land almost five times greater than the demand.
- A further 53 hectares of land across a variety of additional sites have been assessed for their potential suitability for business and industrial use and these might provide options for further development in the longer term (potentially through a future review of the local Plan).
- The existing range of operational employment sites across the district continue to play an important role in meeting the needs of existing businesses and most should continue to be protected, however some sites have been identified as not suitable for further business

activity beyond the specific requirements of their current occupiers and could be considered for alternative forms of development if current operations were to cease.

#### **Policy SP4 – Providing for Employment**

Policy SP4 within Section 1 of the emerging Local Plan sets out the overall employment land targets for each of the North Essex Authorities (Tendring, Colchester and Braintree) for the period up to 2033. As published, the plan currently proposes a range of between 20 and 38 hectares of employment land for Tendring. However, at examination hearings for the Section 1 Local Plan, the Planning Inspector Roger Clews questioned the source of these, as well as Braintree's figures and asked Officers to review the Councils' evidence to either justify the 20-38ha range, or to establish a more up to date figure based on the latest projections.

In reviewing the evidence, Officers discovered an error in the Council's use of the evidence which accounted for the Inspector's concerns. The upper figure of 38ha had come from the Council's 2016 Employment Land Review undertaken by Aspinal Verdi which stated that *"The 2013 Employment Land Review estimated a total requirement of 7.1 Ha additional employment land over the plan period up to 2032 on top of 30.75 Ha identified. This would allow for a further 1,800 'B' class jobs to be created. The study concluded that employment sites located along the Colchester fringe are the most popular."* However, on further investigation, the figure of 38ha was based on Aspinal Verdi's misinterpretation of the Regeneris' earlier study. In the 2013 Review, Regeneris stated: *"The demand assessment suggests that there is an overall requirement for between 2.3 ha (Base Scenario) and 7.1 ha (High Growth Scenario). In terms of supply, we have identified 30.75 ha of employment land which is made up of available land on existing sites and outstanding planning permissions. In quantitative terms, there is a sufficient supply of land to meet future needs even if the most optimistic scenario is adopted."* The correct interpretation of the 2013 Review should have been that, in the high growth scenario, there was a need for 7.1 hectares of employment land in total for which there was more than sufficient land (30.75 hectares) available, for allocation in the Local Plan, to meet.

To provide an updated account of likely employment land demand for the purposes of the examination hearings, Peter Brett Associates' prepared a paper on behalf of the North Essex Authorities which suggested 46,802 square metres of employment floorspace would be needed in Tendring. PBA advised the Council that this would translate to around 12 hectares (@40% plot ratio). In light of that new evidence and advice, Officers suggested to the Inspector that the range of 20-38ha in Policy SP4 be amended to 12-20ha to reflect PBA's figure at the lower end, and the 19-83-21.8ha of land actually allocated for employment use in the Section 2 Local Plan through Policy PP7.

In his post-examination letter dated 8<sup>th</sup> June 2018, the Planning Inspector concluded that a credible baseline figure had now been derived and that in altering Policy SP4 to including a range of 12-20ha as opposed to 20-38ha, the plan will reflect the evidence on likely future housing land in Tendring.

The updated evidence in the 2019 Employment Land Review suggests that the demand is likely to be, at best, around 8 hectares which is much lower than 12-20ha range the Inspector has accepted for Policy SP4. However, there is nothing in national planning policy to suggest that a Council cannot 'over-allocate' land for employment and, given the Council's priorities around economic growth and job creation, having a supply of employment sites that is well in excess of the projected requirement will provide a range of opportunities for inward investment to maximise the changes of attracting new businesses to the area and enabling existing businesses to grow and diversify.

### **Policy PP6 – Employment Sites**

Policy PP6 within Section 2 of the emerging Local Plan seeks to protect existing operational sites for employment use i.e. existing business parks and industrial estates sites that are already operating in B1, B2 and B8 use and which already provide valuable local employment.

Policy PP6, as currently worded, says that the Council will seek to protect 'existing employment sites', as set out in the Council's current Employment Land Review. However those sites are not specifically listed in the Local Plan itself, nor are they explicitly shown on the policies maps or local maps that form part of the plan. In response to the last public consultation on the Local Plan that took place in 2017, some objectors to the policy suggested that the protected employment sites should be shown on the maps. On reflection, Officers agree that the plan, whilst not unsound in its current state, would be improved if those sites were actually shown. This would avoid the confusion that might be caused by readers having to refer to a separate document and potentially the wrong version.

Tendring's existing employment sites are as follows:

- Ford Road (Newman) Industrial Estate, Clacton;
- Oakwood and Crusader Business Park, Clacton;
- Gorse Lane Industrial Estate, Clacton;
- Valleybridge Road Industrial Estate, Clacton;
- Oxford Road Industrial Estate, Clacton;
- SATO Site, Valley Road, Harwich (supporting the current planning proposal to reconfigure the factory within its site alongside new housing);
- Durite Works, Valley Road, Harwich;
- Mercedes Site, Bathside, Harwich;
- Europa Way, Harwich;
- Kirby Cross Trading Estate, Clare Road, Kirby Cross;
- Harmer's Foundry, Walton on the Naze;
- Lawford Dale Industrial Estate, Manningtree;
- EDME Maltings, Mistley (working with owners to secure the future re-use of heritage buildings);
- Crisp Maltings, Mistley;
- Mistley Marine, Mistley;
- Mistley Port, Mistley;
- Morses Lane Industrial Estate, Brightlingsea;



- Shipyard Estate, Brightlingsea;
- Old Ipswich Road, Ardleigh.
- Lanswood Park, Elmstead Market
- Plough Road Centre, Great Bentley;
- Martell's Pit Industrial Estate, Ardleigh; and
- Rice Bridge Industrial Estate, Thorpe le Soken

The 2019 Employment Land Review includes an assessment of all existing employment sites and recommends that all are protected for employment use. It does however conclude that some of the sites perform poorly against some of the assessment criteria and that the Council might be justified in not protecting those sites in the Local Plan. Harmers Foundry in Walton is not recommended for continued protection for employment use and the SATO site and Durite Works site in Dovercourt are not recommended for protection for employment use beyond the requirements of their current occupiers. As all three sites are currently operational and do provide local employment, Officers are not suggesting that the protection be removed from those sites in the current Local Plan; but the consultants comments are noted and there may a point in the future where alternative uses for those sites might need to be considered. Officers therefore suggest that the Local Plan are amended to show all of the above-listed sites on the policies maps and local maps.

Policy PP6 as currently written does allow some flexibility for non-employment uses to take place on protected employment sites, but only if they meet criteria a) to e) within the policy. These criteria require that proposals clearly demonstrate that the alternative use(s):

- Will not have an adverse impact on the primary employment use(s) in the locality;
- Will not reduce the overall supply and quality of employment land and premises within the locality;
- Will deliver economic regeneration benefits to the site and/or area;
- Will resolve existing conflicts between land uses; and
- Involve a vacant building for which there is clear and robust evidence of prolonged marketing, with registered commercial agents at a reasonable price, to demonstrate that there is no realistic prospect for continued employment use.

Because the policy would require all of these criteria to be met, it would in reality result in very few circumstances where an alternative to employment use could ever comply with the policy. Some objectors to the policy have highlighted this concern and have suggested that the policy would be better if it were simplified. Officers agree that the policy could be improved and therefore recommend that criteria a) to e) could be replaced with a simplified set of two criteria that require evidence that a) the premises are unsuitable or unviable for employment use or b) the development would bring about overriding benefits that outweigh the loss of employment premises.

Policy PP6 also includes a substantial section about farm and other land based diversification

schemes in rural areas which sets out six criteria a)-f) that would need to be met for such a development to be accepted by the Council. On reflection, Officers consider that these criteria would better fit Policy PP13: 'The Rural Economy' and recommend amendments to that effect.

The simplified Policy PP6 would read as follows:

## **Policy PP6**

### **EMPLOYMENTSITES**

The Council will seek to protect existing employment sites, as shown on the relevant Policies Maps and Local Maps. These will be safeguarded for B1 (Business), B2 (General Industry) and B8 (Storage or Distribution) purposes.

Proposals for employment uses falling outside of use classes B1, B2 or B8 (such as retail, other town centre uses or other 'sui generis' uses) on protected employment sites will be considered on their merits and against other relevant policies within the Local Plan.

Proposals for non-employment uses on these sites will only be considered if:

- a. it can be demonstrated that the land or premises have become inherently unsuitable for any form of employment use or there is clear and robust evidence of appropriate marketing with registered commercial agents at a reasonable price to demonstrate no realistic prospect for continued employment use; or
- b. the alternative use will either facilitate or result in wider economic regeneration benefits that outweigh the potential loss of employment land or premises on the protected site.

If criteria a) or b) are met, the proposal must not have an adverse impact on the operation of any remaining businesses on the protected site and must not give rise to any incompatibility between land uses.

A 'tracked change' version of the policy wording is included in appendix 2 so Members can see how the suggested wording compares to the current wording.

## **Policy PP7 – Employment Allocations**

Policy PP7 within Section 2 of the emerging Local Plan contains the list of sites that are allocated for future business and industrial development. The policy currently lists 8 sites with the potential to deliver between 19.83 and 21.8ha of employment land up to 2033 and further 8.4-28.4ha development beyond.

The sites currently listed in Policy PP7 are:

| Name of Site                                 | Local Plan Allocation (ha) | Potential further aspirational growth/growth beyond 2033 |
|--|----------------------------|--|
| Carless Refinery, Parkeston                  | 4.5 ha                     | 0 ha   |
| Stanton Europark, Parkeston                  | 2-4 ha                     | 0 ha   |
| Tendring Colchester Borders Garden Community | 6 ha                       | 4 -24 ha   |
| Mercedes Site, Harwich                       | 3 ha                       | 4.4 ha   |
| South of Thorpe Road, Weeley                 | 1 ha                       | 0 ha   |
| Land South of Long Road, Mistley             | 2 ha                       | 0 ha   |
| EDME Maltings, Mistley                       | 0.13 ha                    | 0 ha   |
| Lanswood Park, Elmstead Market               | 1.2 ha                     | 0 ha   |
| Total Employment Land Area                   | 19 – 21.8 ha               | 8.4 -28.4 ha   |

The inclusion of these particular sites was informed by the findings of the 2016 Employment Land Review undertaken by Aspinal Verdi, but on reflection Officers consider that this list does not provide an accurate and up to date representation of the full range of employment sites (amounting to some 37ha) that are now available for inward investment, many of which already benefit from outline or detailed planning permission. It is also now questionable if some of the sites currently included in the policy should remain.

For example, the policy currently includes 4.5ha of land adjoining Carless Refinery. However, this site is also allocated through Policy SAE1 for “employment use as an extension to the west of the existing refinery” rather than for general business and industrial use. Officers therefore suggest that this site is deleted from Policy PP7 but the specific allocation through Policy SAE1 is retained for the future expansion of the existing refinery.

The 2-4ha of land at Stanton Europark is also allocated through SAE7 for employment use (in classes B2 and B8), retail (use class A1) and leisure (use class D2) – an allocation that is supported by its owners Orion Land and Leisure. However there is some inconsistency between the Employment Land Review and what is currently indicated in the Local Plan in terms of the size of the site. A re-measurement of the two parcels of land identified in the Employment Land Review confirms the correct site area to be 3.3ha and Officers suggest an amendment to the policy to include this correction.

The 6ha of land at the Tendring Colchester Borders Garden Community (with the potential for a further 4-24ha in the longer term) is not specifically identified on the Local Plan Policies Maps because it forms part of the area to be covered by its own Development Plan Document (DPD) for which consultation on issues and options has taken place. The source of the suggested 6ha and 4-24ha is not clear from the evidence base in respect of the Tendring Borders Garden Community examined through Section 1 of the Local Plan and the subsequent concept master plan within the emerging DPD. Rather than seeking to specify an area of land to be allocated in this location through Policy PP7, an amendment is suggested to remove it from Policy PP7 and instead have some text within the policy to explain that the Garden Community will contain an allocation of employment land, through the DPD. This approach would be more consistent with that taken by

Colchester Borough Council.

The 3ha of land at the Mercedes Site, Harwich (with the potential for a further 4.4ha in the longer term) is allocated through Policy SAE4 for 7.4ha of employment use, including the potential relocation of some aspects of the current port facility. It is understood that the land is now occupied by a business and therefore it is best shown as an existing protected employment and protected through Policy PP6 site rather than as an allocation in Policy PP7.

The 1ha of land at Thorpe Road, Weeley forms part of the mixed-use allocation made through Policy SAMU5. This proposal has now obtained outline planning permission (19/00524/OUT) for mixed-use development including 280 dwellings, a 2 Form of Entry primary school, 56 place early years nursery, up to 3000 sqm of office (B1) buildings on 1 hectare and associated ancillary buildings, drainage systems, boundary treatments and hard surfacing as well as public open space, a pedestrian footbridge and vehicular access from Thorpe Road. It is suggested that this allocation is retained in the plan but renamed 'land at Ash Farm'.

The 2ha of land south of Long Road, Mistley is allocated through Policy SAE2 for B1, B2 or B8 use. It is also the subject of outline planning permission 15/00761/OUT for the wider site that includes the erection of up to 300 dwellings, up to 2 hectares of employment land (A2/A3/B1/D1 uses), with associated public open space and infrastructure. The land in question is the subject of a current planning application for the erection of up to 485 dwellings but continuing to provide up to 2 hectares of employment land (A2/A3/B1/B2; B8; D1 uses), with associated public open space and infrastructure, for which the location of the proposed employment land is consistent with the area shown in the Local Plan. That application (17/01181/OUT) was refused and is now the subject of an appeal. The 2019 Employment Land Review raises some questions over viability and demand for employment use on this site, but while it remains subject of an extant planning permission, it is proposed that the allocation remains in the plan.

The 0.13ha of land at EDME Maltings, Mistley forms part of the mixed-use allocation made through Policy SAMU1. However, unlike other employment allocations, this site is already in employment use and the proposal is for a residential-led development including at least 150 new homes, 0.13ha of employment land and recreation and leisure uses. On reflection, it is not considered appropriate to list the EDME site as an employment allocation when, in fact, it is the de-allocation of an employment site with a net loss of commercial floorspace on the site itself – albeit the intention is to relocate the EDME business to a more suitable and modern alternative location.

The 1.2ha of land adjoining Lanswood Park, Elmstead Market is allocated through Policy SAE3 for employment use and now benefits from planning permission (17/00785/OUT) for three new business units. It should therefore remain an allocation in the policy.

There are other sites in the district however that similarly benefit from planning permission for employment use that are not referred to within the policy that would benefit from inclusion in Policy PP7 and being shown on the policies maps and local maps to indicate, to potential investors and others, the full range of opportunities available in Tendring. These include:

- Land at Telford Road, north of Gorse Lane Industrial Estate referred to as 'Telford Park' in the 2016 Review. This 6.8ha site benefits from planning permission (12/00026/OUT) for an extension to the industrial estate with reserved matters (13/00603/DETAIL) approved for two phases of development and with development under construction. The 2016 Review recommended the inclusion of further land to the north of this controlled by the Dunton Alms House Trust, comprising a further 4.7ha, although it is not considered likely that this additional land will come available within the plan period to 2033. The land has however been included within the settlement development boundary for Clacton to enable development to come forward early, if required. In the 2019 Employment Land Review, Hatch Regeneris recommends the protection of this land for employment use.
- Land at Brook Park West off the A133, Clacton benefits from planning permission (16/01250/OUT) for mixed-use development which includes approximately 1.3ha of land for B1 use. The 2016 Employment Land Review does not refer specifically to this proposal, but does consider the employment potential in the wider 'Hartley Gardens/Clacton Gateway area and recommends that the site has the potential for employment uses and that the Council should work closely with the developer to identify the level of floorspace likely to be required in respect of the local/district centre and the nature/scale of the employment floorspace that could be brought forward adjacent to the A133. In Policy SAMU2, criterion b) requires the provision of at least 7ha of land for employment but this is the subject of an objection from the promoters of the Hartley Gardens development and was not explicitly recommended in the 2016 Review. There could however be potential for northward expansion of the Brook Park West scheme onto adjoining land which is enveloped by the wider Hartley Gardens proposal. The land to the north is included in the settlement development boundary for Clacton to enable development to come forward early, if required. In the 2019 Employment Land Review, Hatch Regeneris recommends protecting the land for employment use, as a medium term prospect.
- Land at the Harwich Valley Development, east of Pond Hall Farm, Dovercourt benefits from planning permission (14/01431/OUT) for mixed-use development which includes approximately 6.3ha of land for employment use include start-up units. A reserved matters application for the development (19/00851/DETAIL) is currently under consideration. The 2016 Employment Land Review recognised that the site had development constraints to be overcome but recommends that it could come forward in the medium term, suggesting that the Council, Local Enterprise Partnership and other partners may need to provide assistance in order to provide the infrastructure which unlocks this opportunity. The Harwich Valley development is shown on the Local Map for Harwich as a mixed-use development with consent, but there is currently no reference to it in Policy PP7. In the 2019 Employment Land Review, Hatch Regeneris recommend protecting the land as a medium term mixed-use opportunity.

- Land at Dale Hall, Lawford benefits from planning permission (13/00452/OUT) for the erection of 150 houses which are now under construction and nearing completion (the 'Summers Park' development), as well as the erection of 'approximately 700m<sup>2</sup>' of B1 use buildings on 0.2 ha of land. Whilst only a small site, there is currently no reference to this in either the Local Plan or the 2016 Employment Land Review. In the 2019 Employment Land Review, Hatch Regeneris suggest that there could be a short-term development for offices, but there might not be sufficient market for such use in this location.
- Land to the east of the Plough Road Business Centre benefits from planning permission (14/01750/OUT) for class B1 development as part of a wider mixed-use development including 150 homes. The employment element of the scheme is the subject of a reserved matters application (19/01440/DETAIL) that is currently under consideration. The 2016 Employment Land Review recognised that Plough Road Business centre be protected for employment use and that the Council should allocate further accessible employment land to accommodate future requirements, although this is not currently reflected in the Local Plan. In the 2019 Employment Land Review, Hatch Regeneris recommend that it is important to protect this land and ensure employment comes forward.
- Land at Old Ipswich Road (Colchester Golf Range), Ardleigh originally obtained planning permission (15/00985/OUT) for a mixed use development incorporating a hotel and approximately 4,000sqm B1 Floor space with associated access arrangements. This was followed by the grant of permission (17/02204/FUL) for the construction of 91 small B1, B2 & B8 use commercial units with ancillary facilities, associated car parking and landscaping; and the construction of 5 commercial office blocks with B1 use with associated car parking and landscaping. Most recently, a new permission (18/02118/FUL) was granted for a revised scheme including the construction of 90 small B1 & B8 use commercial units with ancillary facilities, associated car parking and landscaping; and the construction of 5 commercial office blocks with B1 use with associated car parking and landscaping. The owners are currently in the process of discharging planning conditions which suggests that development is soon to commence. The 2016 Employment Land Review recommended that this general area around Old Ipswich Road be identified to meet business demand for locations to the west of the district, but this was not reflected in the Local Plan. The 2019 Employment Land Review rates the Crown Business Centre as a very good site for employment and it is therefore suggested that it be included in Policy PP7 and shown on the policies maps and local maps.
- The land south west of Horsley Cross has been the subject of much debate over a number of years with local opinion divided over whether it should form part of the Local Plan or whether it should have obtained planning permission for employment use. The site obtained outline planning permission (13/00745/OUT) for a new

industrial park 13/00745/OUT in 2014 but there were question marks over its deliverability and the site was not included in the Local Plan. However, the site has since obtained detailed consent (17/01310/DETAIL) and the 2019 Employment Land Review advises that the site is good for employment use and recommends bringing the site forward in line with the approval.

Given the above analysis of employment sites across the district, Officers suggest that Policy PP7 be amended to reflect the full stock range of employment sites that are available which amount to 36.6 hectares. In addition, it is recommended that the wording of the policy be amended to improve its clarity and that it refer to additional employment land coming forward as part of the Colchester Tendring Borders Garden Community.

The amended Policy PP7 would read as follows:

## Policy PP 7

### EMPLOYMENT ALLOCATIONS

Just over 25ha of land is allocated for new development in use classes B1 (Business and Office Use, B2 (General Industry) and B8 (storage and Distribution) to support a diversity of employment opportunities, the majority of which has already obtained planning permission. The allocated sites are listed in Table 6.1 below and are identified on the Policies Maps and relevant Local Maps.

Table 6.1

| Name of Site   | Local Plan Allocation (ha)                       |
|--|--|
| Extension to Gorse Lane Industrial Estate, Telford Road, Clacton | 6.8ha  |
| Land at Brook Park West, Clacton                                 | 1.3ha (as part of a wider mixed use development) |
| Land at Stanton Europark, Parkeston                              | 3.3ha  |
| Land at Harwich Valley, East of Pond Hall Farm, Dovercourt       | 6.3ha (as part of a wider mixed use development) |
| Land at Dale Hall, Cox's Hill, Lawford                           | 0.2ha  |
| Land off Clacton Road/Dead Lane, Mistley                         | 2ha  |
| Extension to Lanswood Park, Elmstead Market                      | 1.2ha  |
| Extension to Plough Road Business Centre, Great Bentley          | 1ha  |
| Land at Ash Farm, Thorpe Road, Weeley                            | 1ha  |
| Crown Business Centre, Old Ipswich Road, Ardleigh/Colchester     | 2.3ha  |
| Land south west of Horsley Cross                                 | 11.2ha   |
| Total Employment Land Area                                       | 36.6ha   |

On these sites, proposals for development in use classes B1, B2 and B8 will be supported. Proposals for employment uses falling outside of use classes B1, B2 or B8 (such as retail, other town centre uses or other 'sui generis' uses) on protected employment sites will be considered on their merits and against other relevant policies within the Local Plan.

Applications for alternative non-employment uses will only be considered if it can be demonstrated that there is no reasonable prospect of a site being used for the allocated employment use. Such applications will be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

Proposals for new employment-related development on land outside of these allocations will be considered on their merits having regard to their potential to support economic growth in the district and the requirements of other policies in this Local Plan.

Additional employment land will also be identified as part of the mix of uses proposed at the Colchester Tendring Borders Garden Community within the separate Development Plan Document (DPD) for that area.

A 'tracked change' version of the policy wording is included in appendix 2 so Members can see how the suggested wording compares to the current wording.

### **Policy PP13 – The Rural Economy**

As explained above, Policy PP6 as currently worded, contains a large section on the criteria that would apply to proposals for farm and other land based diversification schemes that benefit the rural area. Officers consider, on reflection, that these criteria are best placed within the wording of Policy PP13 which is concerned with the Rural Economy.

The amended Policy PP13 would therefore read as follows:

#### **Policy PP13**

##### **THE RURAL ECONOMY**

To support growth in the rural economy, the Council may grant planning permission for the following types of development in the countryside outside of defined Settlement Development Boundaries, subject to detailed consideration, including against other policy requirements in this Local Plan:

- a. where appropriate to the historic environment, conversion of re-use of rural buildings in the countryside to employment, leisure or tourism use:
- b. business and domestic equine related activities;



- c. agricultural and key workers' dwellings; and
- d. buildings that are essential to support agriculture, aquaculture, horticulture and forestry; and farm diversification schemes.

The Council will permit sustainable development proposals for farm and other land based diversification schemes that benefit the rural area. Proposals for re-use or redevelopment of rural buildings for employment purposes will be considered against the following criteria unless the economic benefits outweigh these criteria:

- a. the building is structurally sound and capable of accommodating the proposed use without the need for significant extension or alteration or reconstruction;
- b. the proposed use (including any proposed alteration or extensions to the building), its associated operational area, the provision of any services, and/or any amenity space or outbuildings, would not harm its appearance as a rural building or adversely affect the rural setting of the building in the locality;
- c. the proposed use would not create significant levels of traffic, particularly lorries, on rural roads (proposals for employment uses will be required to provide a sustainability assessment which may include a Travel Plan designed to maximise the opportunities to reduce the need to travel by private car);
- d. proposals which would create a significant number of jobs should be readily accessible by public transport;
- e. it will not lead to unacceptable levels or types of traffic or problems of road safety or amenity and will not require highway improvements which will harm the character of rural roads in the area; and
- f. early years and childcare provision.

A 'tracked change' version of the policy wording is included in appendix 2 so Members can see how the suggested wording compares to the current wording.

### **Making amendments to the Local Plan**

The Local Plan has already been submitted to the Secretary of State for it to be examined by a government-appointed Planning Inspector. The Inspector will however have the power to recommend 'modifications' to the Local Plan, following the examination, aimed at addressing any issues with the soundness of the plan. Whilst it will be at the Inspector's discretion which modifications are formally recommended, the Council will have the opportunity suggest changes to the Inspector, for their consideration, as part of the examination process. It is recommended that the changes outlined in this report be put forward to the Inspector for their consideration, at the appropriate time. This is most likely to be in response to the Inspector's 'Matters Issues and Questions' which will be issued to the Council ahead of the Section 2 examination.

Any modifications proposed by the Inspector at the end of the examination process may have to be published for consultation in their own right before the Council can proceed to the final adoption of the Local Plan. The amendments being suggested through this report are not an indication that the emerging Local Plan as currently written is 'unsound', but are aimed at improving the plan in response to constructive comments received during the last public consultation and to reflect the latest evidence and the factual planning status of employment sites in Tendring.

## **APPENDICES**

1. Tendring Employment Land Review (ELR)
2. Suggested amendments to Policies PP6, PP7 and PP13 shown as 'tracked changes'



# Tending Employment Land Review (ELR)

A Final Report by Hatch Regeneris and BE Group  
September 2019

# Tendring DC

## Tendring Employment Land Review (ELR)

May 2019

[www.hatchregeneris.com](http://www.hatchregeneris.com)

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## Appendix H - Future Employment Demand Scenarios Method

## Executive Summary

- i. Hatch Regeneris and BE Group were commissioned by Tendring District Council to carry out an Employment Land Review in Tendring. This study provides an update to the 2013 Employment Land Review prepared by Regeneris and a further ELR update prepared in 2016. At the same time, Hatch Regeneris is preparing an Economic Strategy for Tendring. There are strong links between the two documents.
- ii. In June 2017, the Publication Draft version of the Tendring District Local Plan was issued. Section 1 of the Local Plan covers strategic matters and has been jointly prepared by Braintree, Colchester, Essex and Tendring Councils.
- iii. A Joint Examination of Section 1 of the Local Plan began in January 2018. The Inspector has confirmed that he is broadly happy with the OAN figure of 550 dpa and a requirement for between 12 and 20ha employment land up to 2033. However, further evidence is required to support proposals for the North Essex Garden Communities and the Councils are preparing this evidence with a view to resuming the Section 1 Examination in 2019. The Examination of Section 2 of the Local Plan is expected to take place in late 2019/early 2020.
- iv. This Employment Land Review (ELR) has been informed by a detailed review of the policy context for Tendring at a national, regional and local level. A review of the performance of Tendring's economy and the commercial property market has also been carried out. Further information is provided in the main report.

### Demand Scenarios

- v. Based on Planning Practice Guidance, three approaches have been considered in the assessment of future employment land needs in Tendring to 2033. These are outlined below:
  - The **Employment led scenario** is based on bespoke sectoral employment forecasts provided by Experian UK (June 2018) and informed by PBA's population projections for the district. This scenario takes account of the distortions and errors in the official population projections.  
  
Overall employment in Tendring is expected to increase by 5,540 FTEs for the period 2017-33, with the increase in B-use class employment amounting to 674 FTEs. Under this scenario, for the period 2017-33 it is expected that requirements for employment land will be 1.72 ha of B1a/B1b, -2.69 ha of B1c/B2 and 4.28 ha of B8 land.
  - The **Labour supply** approach is based on the how the local labour force is affected by the proposed housing delivery in the district to 2033. Under this scenario, for the period 2017-33, it is anticipated that requirements for employment land will be 0.73 ha of B1a/B1b, -3.23 ha of B1c/B2 and 1.09 ha of B8 land.
  - The **Past take-up** scenario is based on the delivery of employment floorspace over a five to ten-year period for which data is available. Under this scenario it is expected that requirements for employment land will be 0.3 ha of B1a/B1b, 2.6 ha of B1c/B2 and 5.8 ha of B8 land.



## Supply Assessment

- vi. A detailed review of the supply of employment land in Tendring has been carried out.
- vii. Tendring's Emerging Local Plan identified eight employment allocation sites in the district. These have been reviewed to update their status and continued availability to the market. It is concluded there is **16.63 ha of allocated employment land available** to the open market and deliverable within the planning timeframe.
- viii. In addition to the allocated employment sites, there is **27.6 ha of employment land** supply in Tendring with **outstanding planning approvals** (outline or detailed).
- ix. **Other sites**, that are not allocated or have a current approval, but that may be suitable for employment land development, **amount to 53.1 ha**. Significant further investigation is required of these sites to determine their deliverability, however, they may provide longer-term potential for employment land provision.
- x. All sites comprising the supply of employment land have been assessed for quality using an objective scoring system out of 100 across ten individual measures. The nature of Tendring mean that all sites are removed from the motorway network, and some from a rail station. Therefore, none of the sites are able to score full marks for strategic highway proximity and a limited number are serviced by public transport availability.
- xi. Those sites to achieve relatively high scores include Stanton Europark (score 81), Lanswood Park (score 73) and Land at Brook Park West (score 73). These relatively high scores are largely accounted for by their strategic position and prominence to one of Tendring's major A-roads (A133/A120).
- xii. The existing portfolio of sites has also been assessed in terms of quality using a similar scoring system. Several have been assessed as 'poor quality'. However, it is important to note that a number of these are still playing an important role in meeting the needs of occupiers undertaking lower order activities and should continue to be protected in line with the recommendations set out within this Chapter.
- xiii. A small number of sites have been identified as not being suitable for continued employment use beyond the requirements of their current occupiers due to their poor quality and location. These include Harmers Foundry, Walton-on-the-Naze; SATO Site, Harwich; and Durite Works, Harwich. The latter two sites have plans attached to demolish existing premises on site for housing.

## Demand-Supply Balance

- xiv. The demand assessment suggests there is an overall requirement for between -1.41 ha<sup>1</sup> (Labour Supply scenario) and 8.7 ha (Past Completions scenario).
- xv. We have some concerns over the data provided to inform the Past Completions Scenario and as such the requirement is for between -0.87 ha and 2.77 ha of land in Tendring.
- xvi. In terms of supply, a total of 44.23 ha has been identified which has planning approval, comprising of the following:

<sup>1</sup> We have excluded the EEFM 2017 from this analysis as the population error inputs into the model mean that it cannot be relied upon and was used for comparison purposes only

- 16.63 ha of employment land allocations
  - 27.6 ha of additional sites with employment land planning permission (outline or detailed)
- xvii. A qualitative review of the sites comprising the total of 44.23 ha has indicated there is a reasonable prospect of these sites being developable within the planning timeframe.
- xviii. In addition, the supply assessment has identified sites totalling 53.1 ha without planning approval which could potentially be developed for employment uses including some with Applications that are awaiting a decision. As these sites are not currently supported by planning they would require further investigation but may be suitable as employment sites in the longer term.
- xix. In quantitative terms, at a district level, there is more than sufficient supply of land to meet future needs even if the most optimistic scenario (8.7 ha) is adopted.
- xx. It is also important to consider the needs of different use classes as these will vary in terms of individual requirements and whether or not these can be met by the available supply. This is considered below:
- **Office and R&D Activities (B1a and B1b)** – Tendring should plan on the basis of ensuring that there is at least 0.73 to 1.72ha of B1a/B1b land over the period. Our assessment suggests that there is more than sufficient land available to support this use class, with around 18ha of employment land that is either allocated or has current permission for these uses. There is also estimated to be a further 15ha of land that is not currently supported by planning that may become available in the future.
  - **Industrial (B1c and B2 use class)** – the scenarios suggest that there is likely to be an overall net reduction in the requirement for industrial space but a potential requirement for up to 2.6ha industrial space. Tendring will still need to ensure that some additional allocations are available to meet identified needs. Our assessment suggests that there is currently over 40 hectares of land that is either allocated or with a current planning permission for B1 and B2 uses.
  - **Warehousing activities (B8 use class)** – we recommend that Tendring should plan on the basis that there will be a requirement for between 1.09 and 4.28 ha of B8 land. There is around 17.5ha of land with current planning permissions for mixed B1-B8 uses and around 15ha comprising allocations for industrial/warehousing uses. At a district level therefore, there is more than sufficient supply to cater for the maximum scenario.

## Review of Employment Policies

- xxi. **Policy SP4** of the Draft Tendring District Local Plan sets out how Tendring DC will provide for employment and retail. This identified a requirement for between 20ha and 38ha of employment land. Following an Examination in Public, the requirement for employment land has been reduced to between 12ha and 20ha.
- xxii. Our own assessment suggests that the net additional requirement is closer to -0.87 ha and 2.77 ha. However, a figure closer to the 12-20ha figure would provide for a range of sites and choice.

xxiii. **Policy PP6** of the Draft Tendring District Local Plan sets out how the Council will protect existing employment sites. It sets out the instances when proposals for non-employment uses will be considered acceptable. The council may wish to consider the following changes:

- Alternative uses should respond to a demonstrable need
- Consider incorporating a time period over which the site should demonstrate that it has been marketed such as 1-2 years

xxiv. **Policy PP7** of the Draft Tendring District Local Plan identifies a number of employment allocations which can support future employment growth. These are summarised below along with our recommendations on which sites should be protected. This suggests that there is potential for between 13.33 and 15.33 ha of land to support future employment growth.

| Name of Site                                 | Local Plan allocation (ha) | Potential growth beyond 2033 | Our Recommendation  |
|--|----------------------------|------------------------------|---|
| Land West of Carless Refinery, Parkeston     | 4.5 ha                     | 0ha                          | Site should be excluded. The site is likely to be required as an extension to the refinery and will not be available to the open market for B class uses. |
| Stanton Europark, Parkeston                  | 2-4 ha                     | 0 ha                         | It is recommended that this site is protected   |
| Tendring Colchester Borders Garden Community | 6 ha                       | 4 – 24 ha                    | This site may be appropriate but due to the early stage of the proposals, the quantum has not been assessed.  |
| Mercedes Site, Harwich                       | 3 ha                       | 4.4 ha                       | It is recommended that this site is protected   |
| South of Thorpe Road, Weeley                 | 1 ha                       | 0 ha                         | It is recommended that this site is protected   |
| Land South of Long Road, Mistley             | 2 ha                       | 0 ha                         | There are several issues with this site and it is recommended that the site is considered for potential release.  |
| EDME Maltings, Mistley                       | 0.13 ha                    | 9 ha                         | It is recommended that part of the site is protected.   |
| Lanswood Park, Elmstead Market               | 1.2 ha                     | 0 ha                         | It is recommended that this site is protected   |
| <b>Total</b>                                 | <b>19.83 - 21.8 ha</b>     | <b>8.4 – 28.4 ha</b>         |   |
| <b>Total to be protected</b>                 | <b>13.33 - 15.33 ha</b>    | <b>8.4 – 28.4 ha</b>         | Nb this includes Tendring Colchester Borders even though exact quantum is unknown   |

## 2. Introduction

### Overview of Study

- 2.1 Hatch Regeneris and BE Group have been commissioned by Tendring District Council to carry out an Employment Land Review in Tendring. This study will provide an update to the 2013 Employment Land Review prepared by Regeneris and a further ELR update prepared in 2016<sup>2</sup>. At the same time, Hatch Regeneris is preparing an Economic Strategy for Tendring. There will be strong links between the two documents.
- 2.2 In June 2017, the Publication Draft version of the Tendring District Local Plan was issued. Section 1 of the Local Plan covers strategic matters and has been jointly prepared by Braintree, Colchester, Essex and Tendring Councils.
- 2.3 A joint Examination of Part 1 of the Local Plan began in January 2018. The Inspector has confirmed that he is broadly happy with the strategic direction of the Local Plan, supporting an OAN figure of 550 dpa and a requirement for between 12 and 20ha employment land. However, further evidence is required to support proposals for the North Essex Garden Communities. The Examination of Section 2 of the Local Plan is expected to take place in late 2019/early 2020.
- 2.4 In preparing for the Examination of Section 2, Tendring Council has identified areas where modifications might be needed to address certain issues. The need to review these policies arises from:
- the need to provide the most up-to date evidence to the Planning Inspector as part of the Examination;
  - to take account of changes in national and local planning and economic development policy;
  - the need to align the objectives of the Economic Strategy and the Local Plan to provide a joined-up approach to development within Tendring;
  - questions raised by the Planning Inspector during the Section 1 Examination in respect of the economic objectives and employment land requirements for Tendring and the split between land to be delivered as part of the new garden communities and other locations in the district;
  - changes in the planning status of certain employment sites which ought to be reflected within the policies of the Local Plan;
  - objections to the wording of the economic and employment policies and the way in which they balance the requirements to protect employment land with the need to maintain flexible supply of opportunities in line with the National Planning Policy Framework (NPPF); and
  - limited evidence, at present, on the deliverability of employment land as part of the larger mixed-use allocations in the Local Plan and economic opportunities within defined priority areas for regeneration.
- 2.5 The Council has drafted potential modifications to the Local Plan in response to a number of these issues, but these require scrutiny to ensure they reflect the most up to date available evidence and provide the most appropriate way to proceed.

<sup>2</sup> Employment Land Review Tendring, Aspinall Verdi (May 2016)

- 2.6 Following the EiP of Section 1 of the Local Plan and leading up to the EiP of Section 2 a robust and up to date evidence base is required that responds to the questions raised by the Planning Inspector together with objections received to date.

## Report Structure

- 2.7 The remainder of this report is set out under the following headings:

- Section 2: Defining the Functional Economic Market Area (FEMA) – sets out the evidence on the FEMA for the area of North Essex, which includes Tendring, Braintree, Chelmsford and Colchester. This is the same as the housing market area identified in the Objectively Assessed Housing Need study.
- Section 3: Policy Context – sets out key socio-economic and planning policy relevant at the national, regional and local level.
- Section 4: Tendring Economy – provides an overview of the key socio-economic indicators, which helps to build a clear picture of the current situation in the Tendring economy and its past performance.
- Section 5: Commercial Property Market Assessment – provides an overview of the current position and past market trends in commercial development.
- Section 6: Future Growth Scenarios – draws on evidence from past take up of floorspace and land, employment forecast data and labour supply projections based on housing trajectory to provide a set of growth scenarios for Tendring. It translates these scenarios into implied floorspace and land requirements.
- Section 7: Supply Assessment – summarises the supply position in terms of available employment land for Tendring.
- Section 8: Demand-Supply Balance – provides assessment of the future demand for employment land and its supply.
- Section 9: Conclusions – provides conclusions and recommendations for Tendring District.

## 3. Defining the Functional Economic Market Area (FEMA)

### Introduction

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- 3.1 The first step in undertaking a review of the economy for the Tendring District is to identify the functional economic market area (FEMA) for the study area. This allows for employment growth and resulting employment land needs to be considered across a more realistic geography than that presented by looking at districts in isolation.
- 3.2 There is no standard approach or data source to define a FEMA, and government guidance suggests the use of a range of indicators. The Planning Practice Guidance (PPG revised in 2015 offers the following advice on defining a FEMA:

*The geography of commercial property markets should be thought of in terms of the requirements of the market in terms of the location of premises, and the spatial factors used in analysing demand and supply – often referred to as the functional economic market area. Since patterns of economic activity vary from place to place, there is no standard approach to defining a functional economic market area, however, it is possible to define them taking account of factors including:*

- *extent of any Local Enterprise Partnership within the area;*
- *travel to work areas;*
- *housing market area;*
- *flow of goods, services and information within the local economy;*
- *service market for consumers;*
- *administrative area;*
- *catchment areas of facilities providing cultural and social well-being;*
- *transport network.*

Source: Planning Practice Guidance, CLG, 2016

### Methodology

- 3.3 In assessing the FEMA for Tendring we have collated and analysed data from across a number of indicators presented above. As there is no one source for defining the FEMA we have assessed these datasets in the round. Importantly, a key component in defining a locality's FEMA is the evidence and findings used to define the housing market area (HMA). This includes commuting patterns, house prices and migration trends. The analysis of the HMA draws on the HMA identified in the Objectively Assessed Housing Need study (November 2016 update)<sup>3</sup>.
- 3.4 The indicators set out in the PPG to inform the FEMA vary in the amount of data available and are not always up-to-date or prepared on a consistent basis. We have given a degree of weight to each indicator according to the quality of the data. We consider the travel to work, migration and house price data to be the most reliable and robust, given that they are based on consistent and up-to-date data. Data on the flow of goods, services and

<sup>3</sup> Objectively Assessed Housing Need study (November 2016 update) for Braintree District Council, Chelmsford City Council, Colchester Borough Council, Tendring District Council

information (i.e. business flows) and transport connectivity is less useful due to data gaps and a lack of consistency in data collection.

- 3.5 The data and evidence sources used in identifying the FEMA for Tendring include the following:

| Indicator                          | Method / Source   | Weight |
|------------------------------------|---|--------|
| Travel to work areas               | Travel to work areas (Census 2011)<br>Detailed commuting patterns (Census 2011) | ✓✓✓    |
| Housing market area                | SHMA (2015 and 2016)<br>Migration<br>House prices                               | ✓✓✓    |
| Local Enterprise Partnership (LEP) | South East LEP  | ✓✓     |
| Administrative area                | Essex County Council  | ✓      |
| Flow of goods and services         | Business flows – (2013 Business Survey)   | ✓      |
| Service market for consumers       | Comparison spend retail flows (Retail Study 2016)                               | ✓✓     |
| Transport network                  | Road and rail connectivity  | ✓      |

Weight given to data: ✓ = weak      ✓✓ = medium      ✓✓✓ = strong

## Travel to Work Areas

- 3.6 Travel to work data from the 2011 Census highlights the significant commuting flows between Tendring and Colchester. Based on the data in the below table, this is clearly a key connection. There are smaller links between Tendring and other districts in North Essex such as Braintree and Chelmsford.
- 3.7 Around 26,100 people live and work in the district, resulting in an overall self-containment rate of around 60% (the proportion of those who live in Tendring who also work there). While this is relatively high, the district also experiences a daily net outflow of commuters of around 10,400 people. Almost half of this net outflow is made up of people commuting to Colchester.

Table 3.1 Key Commuting Flows to and From Tendring, 2011

|                            | In Commuting to Tendring | Out commuting from Tendring | Net Commuting |
|----------------------------|--------------------------|-----------------------------|---------------|
| Tendring                   | 26,100                   | 26,100                      | 0             |
| Basildon                   | 0                        | 200                         | -200          |
| Braintree                  | 400                      | 800                         | -400          |
| Brentwood                  | 0                        | 100                         | -100          |
| Castle Point               | 0                        | 0                           | 0             |
| Chelmsford                 | 100                      | 700                         | -600          |
| Colchester                 | 3,800                    | 8,700                       | -4,900        |
| Epping Forest              | 0                        | 100                         | -100          |
| Harlow                     | 0                        | 0                           | 0             |
| Maldon                     | 100                      | 200                         | -100          |
| Rochford                   | 0                        | 0                           | 0             |
| Southend-on-Sea            | 0                        | 100                         | -100          |
| Thurrock                   | 0                        | 100                         | -100          |
| Uttlesford                 | 200                      | 300                         | -100          |
| London                     | 200                      | 2,500                       | -2,300        |
| Total (excluding Tendring) | 6,800                    | 17,200                      | -10,400       |

Source: ONS Census, 2011

**Implications for the Functional Economic Market Area**

- Significant out commuting flows from Tendring to Colchester, with smaller flows to Braintree and Chelmsford. There is a similar picture for in commuting.
- Over half of the commuting flows to and from Tendring involve Colchester.

This suggests that there are strong links with North Essex.

**HMA**

- 3.8 The recently-updated (2016) Objectively Assessed Housing Need Study for Braintree, Chelmsford, Colchester and Tendring defines a housing market area (HMA) as the four districts. The report notes that “an HMA is an area of search, bringing together places which share similar household characteristics.”

**Migration**

- 3.9 Paragraph 11 of the PPG states that analysis of migration flow patterns can be used to identify the areas within which a relatively high proportion of household moves are contained. It suggests a threshold of 70% for an area to be considered a self-contained housing market area.
- 3.10 Data from the 2011 census shows that in the 12 months leading to the census, there were around 8,300 internal moves within the district. This represents 64% of total moves by people originating in Tendring. The below table lists the migration flows into and out of Tendring from the other local authorities identified as being part of the HMA by the OAHN report. It shows strong migration flows between Tendring and Colchester, while there is some migration between Tendring and Braintree and Chelmsford.
- 3.11 The migration figures outlined in the below table show that the identified HMA reaches the PPG’s suggested threshold of 70% self-containment. As shown, 73% of moves to Tendring came from within the HMA and 76% of moves originating in Tendring stayed within the HMA.

**Table 3.2 Migration Flows between Tendring and Surrounding Local Authorities**

|   | In migration to Tendring | Out migration from Tendring | Net migration |            |      |
|---|--------------------------|-----------------------------|---------------|------------|------|
|   | No.                      | % of total                  | No.           | % of total |      |
| Moves within Tendring                     | 8,300                    | 64%                         | 8,300         | 65%        | -    |
| Braintree                                 | 200                      | 2%                          | 200           | 2%         | 0    |
| Chelmsford                                | 100                      | 1%                          | 100           | 1%         | 0    |
| Colchester                                | 900                      | 7%                          | 1,100         | 9%         | -200 |
| Flows within HMA identified in OAHN Study | 9,500                    | 73%                         | 9,700         | 76%        | -200 |

Source: ONS Census, 2011



## House Prices

- 3.12 Based on ONS data, the median house price in Tendring in 2016 Q3 was £183,000. There are significant differences in house prices across the four districts identified as the HMA. Tendring is the district with the lowest median house price, while Chelmsford has a median house price of over £100,000 more than Tendring's.

Table 3.3 Median House Prices in Tendring and Surrounding Districts, 2016 Q3

|            | Median House Price |
|------------|--------------------|
| Tendring   | £183,000           |
| Braintree  | £250,000           |
| Chelmsford | £295,500           |
| Colchester | £230,000           |

### Implication for the Functional Economic Area

- The OAHN study identifies an HMA, which is also a plausible FEMA for Tendring. This includes Braintree, Chelmsford, Colchester and Tendring.
- There are strong links between Tendring and its surrounding districts in terms of migration. The HMA identified in the OAHN study reaches the PPG threshold of 70% self-containment rate.
- Median house prices are slightly lower in Tendring compared to the surrounding districts.

## South East LEP and Essex CC

- 3.13 Tendring is located within the administrative boundary of the Essex County Council as well as the South East Local Enterprise Partnership (LEP). The South East LEP is a strategic body bringing together the public and private sectors from across Essex, Kent and East Sussex to support economic growth, and has a number of federated local boards based on different geographical areas.
- 3.14 The South East LEP has recently released a new Strategic Economic Plan for the area. This sets out three aims, to work smarter to increase productivity, to deliver faster by accelerating housing and infrastructure delivery, and to work better together by collaborating across the South East. One of the priorities to deliver this success is to create exciting places by putting the area's towns, cities and rural communities on the front foot in supporting quality of life, quality of space and supporting business's role in the future.
- 3.15 The Essex County Council Economic Plan also identifies the A120 corridor as a priority.

### Implications for the Functional Economic Area

- Both the South East LEP and Essex County Council identify the importance of the A120 corridor, showing the linkages within north Essex.

## Flow of Goods and Services

- 3.16 A business survey was carried out in Tendring in 2013, with 570 businesses questioned. The survey did not specifically ask businesses where their main markets are located. However, 89% of businesses reported that proximity to suppliers was one of the key factors influencing their location decision, while 92% said proximity to customers.

- 3.17 A retail survey of 1,000 residents of Tendring was undertaken in 2015, with the results published in the Tendring Retail Study 2016. The area was broken down into seven zones. From zone 1 to zone 7 these were Frinton & Walton; Clacton; Harwich; Manningtree & Brightlingsea; Wivenhoe; Colchester; and Babergh. The first four zones are in Tendring, while the other three are in the wider sub region.
- 3.18 The survey found that, with the exception of Manningtree & Brightlingsea, residents within Tendring district tended to carry out their main food shopping in Tendring (around 95% of respondents from zones 1, 2 and 3 said that their main food shopping destination was in Tendring). On the other hand, very few residents from outside the Tendring study area said Tendring was their main food shopping destination.
- 3.19 The picture is similar in terms of comparison expenditure retention, with a lot of the expenditure from zones 1 to 3 being retained in Tendring. While a large proportion of residents from Manningtree & Brightlingsea travel to Colchester for comparison shopping trips.
- 3.20 These studies could indicate that markets in Tendring are fairly self-contained. However, there are some linkages with other locations such as Colchester.

## Transport Network

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- 3.21 There are two key strategic roads within Tendring. These are the A120 and A133.
- 3.22 The South East LEP Strategic Economic Plan which is currently being refreshed identifies the area around the A120 as a key investment area. It provides a route from Harwich on the East coast, through Colchester and Braintree and across to Bishops Stortford and Stansted Airport. This route is used extensively for both commuting and business transport and sometimes travellers experience delays.
- 3.23 The A133 runs from Clacton-on-Sea into Colchester and also joins up with the A120 near Frating Green. It is used often by travellers between Tendring and Colchester, and also those heading to the University of Essex Colchester campus.

## The FEMA

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- 3.24 The analysis presented above shows that there are a number of clear relationships between Tendring District and its surrounding area.
- Tendring sees **strong commuting flows** both to and from Colchester. There is limited commuting between Tendring and other districts, but there is some with Braintree and Chelmsford.
  - The recently-updated Objectively Assessed Housing Need Study identified a housing market area of Braintree, Chelmsford, Colchester and Tendring.
  - Data from the ONS shows **strong migration flows** between Tendring, Braintree, Chelmsford and Colchester. The self-containment rate in this area is over 70%, the threshold suggested by PPG for a housing market area.
  - Median house prices in Tendring are **slightly lower** than those in Braintree, Chelmsford and Colchester.
  - The South East LEP SEP identifies the **A120** as a key investment area within the LEP. This area covers much of North Tendring, while also covering Colchester and Braintree. This area is also identified as a priority in the Essex County Council Economic Plan.

- Much of Tendring's retail expenditure is retained within the district. However, there is a significant proportion of Tendring residents that travel to Colchester for comparison shopping.
- The transport network (via road and rail) **connects centres within Tendring District to surrounding centres** including Braintree, Colchester and other locations along the A120.

3.25 Given this assessment and the weighting identified above (in paragraph 2.5), the report identifies the following districts as forming part of Tendring's functional economic market area:

- Tendring
- Braintree
- Chelmsford
- Colchester

3.26 This report will focus on the employment needs for Tendring alone but there will continue to be ongoing discussions with the remaining districts within the HMA to ensure that any needs across this area are met.

## 4. Policy Context

### Summary

- National, regional and local policy guides the context in which economic development and planning takes place.
- At the regional-level, the South East LEP's Strategic Economic Plan sets out the LEP's ambition to create 200,000 new jobs and construct 100,000 new homes, while also leveraging £10 billion of inward investment.
- The SEP identifies the A120 corridor as one of the growth corridors across the South LEP area. There were plans for 28,000 new jobs and 31,000 new homes in the area. The SEP outlines a number of sectors that it sees as investment opportunities for the area. The Essex County Council Economic Plan also identifies the A120 corridor as a key area for growth within the county.
- Within the region, there are a number of strategies related to the energy sector. Energy South2East is developing an energy strategy for the Coast to Capital, Enterprise M3 and South East LEPs with a view to securing funding from government. The North Essex Energy Group came together to better understand the challenges and opportunities facing the energy sector and establish some recommendations on how to support the local energy sector further.
- The 2013 Employment Land Review for Tendring found that there was enough additional land to cover potential future demand for employment land up until 2032.
- The Draft Local Plan identifies the need for 20-38 Ha of additional employment space in Tendring and 58-137.1 Ha in North Essex by 2033.

### National

- 4.1 The Government has produced the National Planning Policy Framework, which sets out its planning policies for England and how it expects them to be applied. The NPPF discusses factors that must be considered in the preparation of local and neighbourhood plans with the aim of helping to achieve economic growth.
- 4.2 Government has also produced Planning Practice Guidance across a range of planning areas. This accompanies the NPPF and it sets out guidance for carrying out economic demand needs assessments.
- 4.3 The Industrial Strategy focuses on supporting the UK economy to become more productive and to drive stronger, more balanced growth. It argues that there are five foundations of productivity growth: ideas, people, business environment, infrastructure and places; and that there are four grand challenges: Artificial Intelligence (AI) and the data economy, future of mobility, ageing society and clean growth.

### South East LEP and Essex

#### South East LEP Emerging Strategic Economic Plan (2019)

- 4.4 The South East LEP Strategic Economic Plan (SEP) was published in 2014, covering East Sussex, Essex, Kent, Medway, Thurrock and Southend. This is currently being refreshed, with a new SEP expected to be launched in early 2019. This refreshed SEP presents a number of priorities which are needed to create the conditions for growth. These include:
- Creating ideas and enterprise to create a 'smarter' economy.

- Developing tomorrow's workforce to deliver productivity gains.
- Accelerating infrastructure delivery to support future growth.
- Creating places which improve living standards and create communities to which residents and businesses aspire.
- Working together with London and other parts of the Greater South East to deliver economic growth together.

- 4.5 The SEP identified the A120 corridor as a key investment area within the South East LEP area. This area includes much of north Tendring including Harwich port. They see a number of investment opportunities in sectors such as environmental technologies & energy; life sciences & healthcare; advanced manufacturing; creative, cultural & the visitor economy; and logistics.
- 4.6 The South East LEP are currently in the process of updating their SEP and have not yet produced a Local Industrial Strategy.

## Energy South2East

- 4.7 The Coast to Capital, Enterprise M3 and South East LEPs are working together to create a Local Energy Strategy for the south east. It aims to drive forward local energy initiatives at a scale which will help transform the energy ecosystem, support the growth of the local carbon economy and enable significant carbon emissions savings. The full strategy is expected to be launched in March 2019, alongside an action plan detailing short, medium and long term initiatives to develop projects, pilot schemes and the sharing of best practice. The emerging strategy identifies Tendring as having the smallest emissions reduction of any local authority in the tri-LEP area over the last the last ten years, falling by 22% compared to an average of 31%.

## Economic Plan for Essex

- 4.8 The Economic Plan for Essex was published in 2014 and outlines plans to enable over 117,000 new jobs and over 81,000 new homes by 2021. The plan mainly focuses on improving skills across the Essex workforce, particularly by closing the skills gap; £1bn of infrastructure investments in four strategic growth corridors, including the A120; and enhancing productivity within the Essex economy, focusing support on five growth sectors.
- 4.9 The five key growth sectors considered in the Economic Plan are advanced manufacturing, low carbon & renewables, logistics, life sciences & healthcare and digital, cultural & creative.
- 4.10 For Tendring, the Economic Plan sees similar investment opportunities to those outlined in the South East LEP SEP.

## Essex Employment and Skills Board

- 4.11 The Essex Employment and Skills Board (ESB) was established due to a mismatch between skills acquired by the workforce and skills required in Essex. The Board works with large employers, academic institutions, SMEs and local government to solve the skills challenges many industries face. They also look to support people into training opportunities to develop their career.
- 4.12 They identify seven priority sectors which are set for growth and are suffering from skill shortages: advanced manufacturing and engineering, care, construction, financial & related services, health, IT, digital & creative, and logistics.

## North Essex

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### Economic Vision and Strategy for the North Essex Sub-Region

- 4.13 In January 2017, a group was set up to deliver three garden communities in North Essex. These are expected to be located at West of Braintree, Colchester-Braintree Borders and Tendring-Colchester Borders. An economic vision and strategy was required to shape the area's economic, social and environmental development over the coming decades. There are plans that, in the long-term, the three garden communities will house approximately 120,000 people and provide 43,000 jobs. The document identifies a range of strategic opportunities, including links to Stansted Airport and the University of Essex. The report discusses some opportunities for supporting the development of the sub-region. These include nuclear energy projects; renewable energy; expansion of University of Essex and university-business partnerships; London-Stansted corridor; and other opportunities in the Greater South East

### North Essex Energy Group

- 4.14 The North Essex Energy Group is a partnership between the North Essex authorities, the Haven Gateway Partnership, Hutchinson Ports, University of Essex and Colchester Institute. In late 2017, a workshop was convened amongst these partners to understand the strategic priorities in the energy, renewables and wider low carbon sectors for North Essex. The discussion was intended to understand the challenges and opportunities for the energy sector in North Essex, to explore the options for unlocking local growth and to develop a clear roadmap for collective action. The report developed eight recommendations:

- Change the language from energy and low carbon to engineering, construction and manufacturing.
- Raise awareness of new opportunities and routes to secure new business.
- There is a need for strategic business health check and support to map capability.
- There is a need for investment funding and helping businesses to navigate the complex support landscape.
- Strengthen regional proposition for inward investment.
- There is a need for investment in supporting infrastructure.
- Skills & training support must align to industrial need across the supply chain.
- Proactive planning and investment to secure major projects.

## Tendring

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### Tendring Economic Strategy

- 4.15 The most recent Economic Strategy in Tendring was published alongside an Employment Land Review in 2013 and was also undertaken by Hatch Regeneris. This is also being updated alongside this Employment Land Review. The 2019 strategy has been updated to focus on the following 5 objectives, which are similar to the previous strategy:
- Supporting Tendring's growth locations, with initial target locations of Clacton & Jaywick, Harwich & Dovercourt and the Tendring / Colchester border

- Targeting growth sectors including clean energy and care & assisted living in addition to a range of wider sector opportunities
- Ensuring residents have the skills and information to participate in the opportunities promoted in the strategy
- Support growth and innovation within Tendring's business base
- Delivering housing to support economic objectives

## **Tendring Employment Land Review (2013)**

- 4.16 An Employment Land Review in Tendring was undertaken in 2013 by Regeneris Consulting Ltd. The report concluded there would be an overall requirement for between 2.3 ha and 7.1 Ha of employment land over the period up to 2029. In terms of supply, it identified 30.75 ha of employment land consisting of available land on existing sites and outstanding planning permissions suggesting that in quantitative terms there was sufficient overall supply. When analysing supply and demand of individual B-use Classes, the Review concluded there was sufficient land to meet the requirements for B1a/B1b and B1c/B2 uses and that modest additional land may be required at a local level to address quality issues in relation to B8 land. The review noted that the majority of existing available sites were located in Clacton or Harwich.

## **Tendring Employment Land Review (2016)**

- 4.17 A further review of employment land was undertaken in 2016 by Aspinall Verdi on behalf of the District Council. The Aspinall Verdi Review refers to the 2013 Regeneris Review as follows: *'The 2013 Employment Land Review estimated a total requirement of 7.1 ha additional employment land over the Plan period up to 2032 on top of 30.75 ha identified'* The Aspinall Verdi Review goes on to suggest that on this basis, a total of 38 Ha of land is required to meet future employment needs, and that with an identified supply of around 25 Ha there is a shortfall of around 13 Ha.
- 4.18 The Aspinall Verdi Review incorrectly interpreted the 2013 Review in terms of future employment land requirements. The correct interpretation is that a requirement for 7.1 ha of employment land was identified under the high growth scenario for which there is more than sufficient land (30.75 ha) available to meet this need.
- 4.19 The requirement for 38 ha identified by Aspinall Verdi was published in the draft Local Plan as the 'higher range' employment land figure. However, the misinterpretation of the 2013 Review was acknowledged during the recent EiP of the Local Plan (see below for further details in relation to the EiP).

## **Tendring Employment Land and Floorspace Aligned with the November 2016 OAN**

- 4.20 In May 2017 Peter Brett Associates (PBA) provided analysis of the required change in B-use floorspace 2014-2036 based on how much employment land and floorspace would be needed to accommodate the jobs needed to align with the OAN population. In order to do this, PBA commissioned Experian to produce an employment forecast scenario based on their most up to date forecasts at that time (September 2016) in combination with District's OAN population, which was estimated by PBA in November 2016. This was based on a requirement for 550 dwellings per annum. This differs from Experian's standard baseline employment forecasts which typically rely on Sub-National-Population-Projections as an input.

- 4.21 Based on these employment forecasts, PBA concluded that for Tendring, the anticipated jobs growth between 2014-2036 translated to 46,802 sq m of B use class employment floorspace.
- 4.22 Through the EiP process, PBA have subsequently advised the Council that based on a standard plot ratio of 40% this would result in a requirement for 12 ha. However, it was also acknowledged that this estimate does not account for market choice, frictional vacancy or making good losses and that this would need to be explored in more detail in any subsequent Employment Land Reviews.

## Tendring Local Plan

- 4.23 The Draft Tendring District Local Plan was submitted in 2017 and covers the period up to 2033. Due to strategic cross-boundary policies and allocations, section 1 of the plan also includes North Essex.
- 4.24 In terms of the discussion on employment space provision, the Plan acknowledges opportunities for Tendring to develop strengths in offshore wind and in care & assisted living.
- 4.25 The document suggests that there will be annual employment growth of 490 jobs in Tendring. The analysis suggests that there is a requirement for the provision of between 20 and 38 Ha of additional B use employment land in Tendring between 2016 and 2033. The Plan suggests that there will be a need for between 65 and 137.1 Ha of B use employment land across the whole of north Essex (including Braintree and Colchester).
- 4.26 The Plan outlines five strategic principles that will underpin the approach to economic growth across North Essex. They are:
- Sufficient land, premises and other provision will be identified to support the achievement of minimum job numbers.
  - Priority will be given to use of previously-developed land in appropriate locations.
  - Existing and allocated employment sites will be safeguarded for employment use unless there is no reasonable prospect of it being used for that purpose.
  - Town and city centres are the appropriate locations for new office development.
  - Employment development will be a key component of the new garden communities.

## Proposed Modifications to the Local Plan

- 4.27 Tendring District Council submitted their Local Plan to the Secretary of State on 9<sup>th</sup> October 2017. The Examination of Section 1 of the Local Plan took place in January 2018.
- 4.28 During the EiP, the inspector asked Tendring DC to confirm the source of their employment land figures set out in Policy SP4 of the submitted Local Plan (20 ha (baseline scenario) to 38 ha (higher growth scenario)). In responding to this, Tendring noted the error in their use of the evidence base documents in relation to the Aspinall Verdi 2016 Review (see para 3.22 above).
- 4.29 In order to address the error in the submitted Local Plan, Tendring DC are proposing a modification to Policy SP4:

*'In order to meet the needs of the three authorities' employment land requirements for the period 2016-2033 for B class employment uses and maintain appropriate flexibility in provision, the ranges set out below will be required. Site specific employment allocations for each local authority are set out in each authority's Section 2 of their Local Plan'.*



- 4.30 For Tendring, the proposed modification is to adjust the employment land requirement from the published figures of 20ha to 38 ha to 12 ha to 20 ha. According to Tendring DC, the lower figure (12 ha) is based on the PBA study (see para 3.24) above and represents the minimum amount of employment land required to align with the District's OAN population. The upper figure (20 ha) reflects the 19.83-21.8 ha of employment land allocated within Policy PP7 in section 2 of the Plan for Tendring.
- 4.31 The Inspector has confirmed that he is broadly happy with the OAN figure of 550 dpa and a requirement for between 12ha and 20ha employment land. However, further evidence is required to support proposals for the North Essex Garden Communities.

## 5. Tendring Economy: An Overview

### Summary

- There are around 40,500 jobs in the Tendring district, representing around 7% of all employment in Essex. This number grew by 7% in the five years leading up to 2016.
- The district is also home to around 5,200 businesses, representing around 7% of businesses in Essex. In the period between 2012 and 2017, this number grew by 11%.
- Tendring's labour market performs slightly worse than the national average with around 76% of working-age residents classed as economically active. Unemployment is slightly higher in Tendring compared to England, particularly for males.
- The largest sectors in terms of employment in Tendring are retail, health and care, tourism and education.
- A number of key sectors have been identified as important to the area through local policy, LEP policy and current sector strengths. These sectors are ports and logistics, tourism, health and care and low carbon activities. These sectors have been examined in more detail.
- Enterprise data shows relatively low start-up rates in Tendring. However, there are also low business closure rates and high survival rates in Tendring.

5.1 This section sets out the main characteristics of the Tendring economy. This will cover:

- Size of Tendring economy
- Recent economic performance
- Labour market
- Broad sectoral composition
- Sector strengths
- Business base
- Enterprise

### Size of the Tendring District Economy

- 5.2 According to data from the Business Register and Employment Survey for 2016, there are around 40,500 people in employment in Tendring. This represents around 7% of the total jobs in Essex. The main areas of employment in Tendring are Clacton-on-Sea, with around 14,500 jobs, and Harwich and Dovercourt, with around 6,000 jobs. The total number of jobs in Tendring increased by 7% between 2011 and 2016.
- 5.3 There are around 5,200 businesses located in Tendring, according to UK Business Count data from 2017. This number has grown by 11% since 2012, which is significantly slower than business growth in Essex, the South East LEP and England. Again, a large proportion of these businesses are located in Clacton-on-Sea.
- 5.4 In terms of gross value added (GVA), the Tendring economy was worth £4.3 billion in 2015. This represents a GVA per FTE worker of around £48,700. This is comparable to productivity levels in Essex and the South East LEP but is significantly lower than the national GVA per FTE worker of £63,700.

Table 5.1 Summary of the Tendring Economy

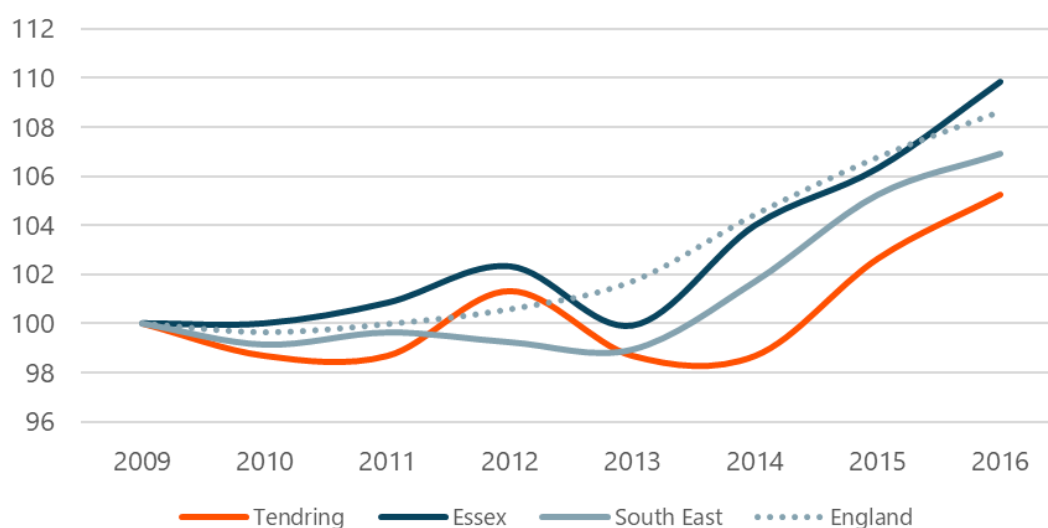
|                               | Tendring | Essex   | South East LEP | England    |
|-------------------------------|----------|---------|----------------|------------|
| No. of jobs, 2016             | 40,500   | 595,500 | 1,637,000      | 26,400,000 |
| Employment change (2011-16)   | +7%      | +7%     | +9%            | +9%        |
| No. of businesses, 2017       | 5,200    | 72,100  | 195,000        | 2,696,000  |
| Business change (2012-17)     | +11%     | +17%    | +18%           | +22%       |
| GVA, 2015                     | £4.3bn   | £63.3bn | £171.6bn       | £3809.3bn  |
| GVA per FTE worker            | 48,700   | 48,400  | 46,600         | 63,700     |
| Productivity growth (2010-15) | +5%      | +8%     | +9%            | +10%       |

Source: BRES, 2009-16, UK Business Count, 2010-17

## Recent Economic Performance

- 5.5 Tendring's performance over recent years in terms of employment has been mixed, with growth since 2009 tending to lag behind Essex, the South East LEP and England. Tendring particularly struggled in 2013 and 2014, where employment growth was flat, while growth in the comparator areas was strong. However, between 2014 and 2016, employment grew by 6.5% in Tendring, which was faster in the comparator areas. However, from the 2009 base, employment growth is still lagging behind in Tendring.

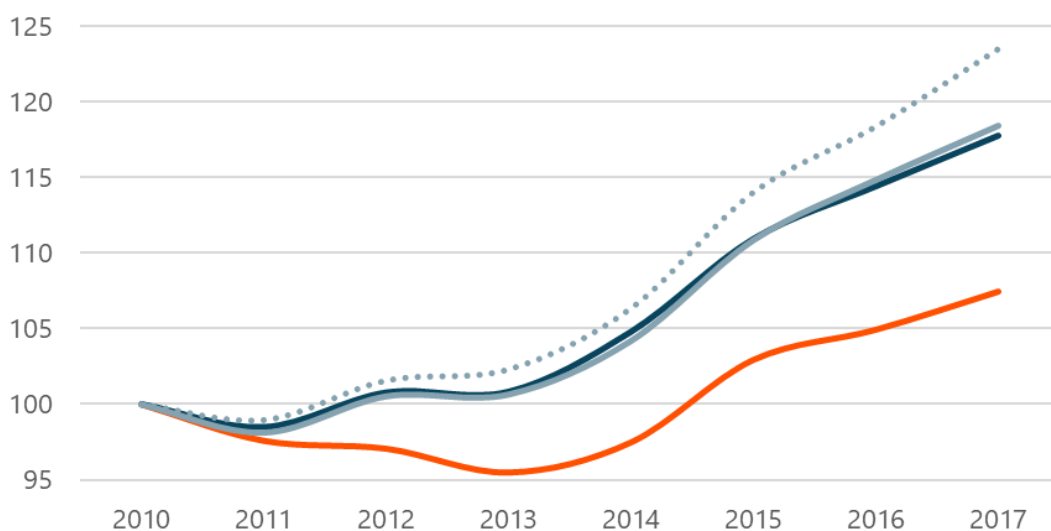
Figure 5.1 Employment Change, 2009-2016



Source: Business Register and Employment Survey, 2009-2016

- 5.6 Business growth has tended to be slow in Tendring over recent years. Between 2010 and 2013, business numbers fell in the district, while they rose slightly in the comparator areas. Business numbers only returned to their 2010 levels in 2015. Over the period from 2010 to 2017, business numbers in Tendring grew by 7%, compared to 18% in Essex, 18% in the South East LEP and 23% in England.

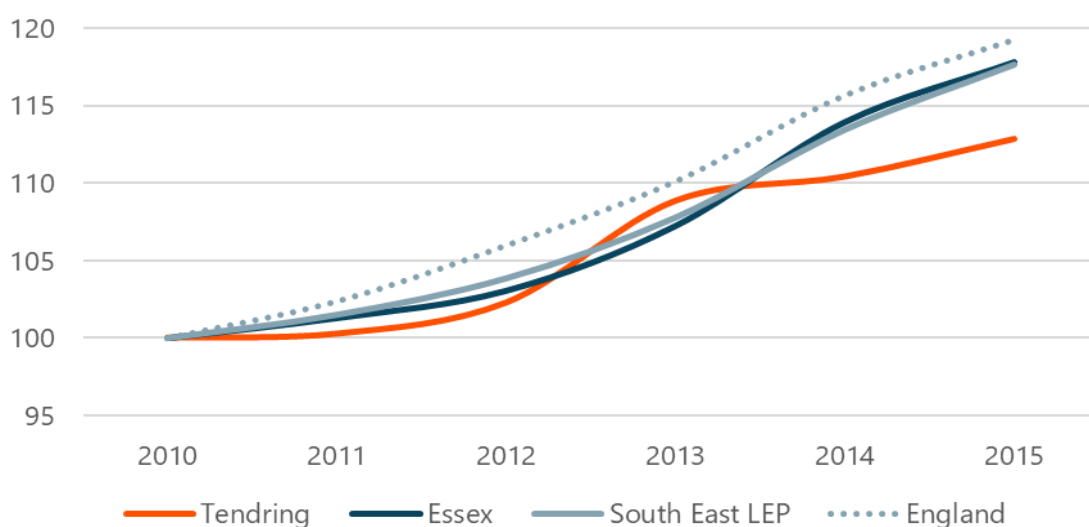
Figure 5.2 Business Numbers Change, 2010-2017



Source: UK Business Count, 2010-2017

- 5.7 GVA growth in Tendring tended to keep pace with the comparator areas up until 2013. However, between 2013 and 2015, GVA grew at a slower rate relative to the comparator areas.

Figure 5.3 GVA Change, 2010-2015



Source: ONS Regional Accounts, 2010-2015

- 5.8 In terms of GVA per FTE, Tendring saw an increase of 5% between 2010 and 2015. This productivity growth was slower than that seen in Essex, the South East LEP and England.

## Labour Market

- 5.9 According to mid-year population estimates in 2017, Tendring has a resident population of around 145,000 people. This is around 10% of Essex's total population. However, Tendring has a relatively small proportion of its population who are of working age. Only 54% of

residents are aged between 16 and 64, compared to 63% nationally. There is also a low share of residents (16%) aged under 16, compared to 19% in England.

- 5.10 Conversely, Tendring has a high proportion of residents aged 65 or over. 29% of residents fit into this age group. This compares to 18% in England. The age group between 65 and 74 years is particularly common in Tendring. This demographic composition of Tendring has become starker over the past decade. Since 2008, the working-age population has fallen in size, while the elder population has increased by 15%.
- 5.11 In general, Tendring's society is older than England's and has a relatively high dependency ratio, which could act as a constraint on the economy.
- 5.12 Data from the Annual Population Survey in 2017 suggests that Tendring has around 56,000 economically active residents, representing 76% of the working-age population. This is a slightly lower economic activity rate compared to Essex (81%), the South East LEP (80%) and England (79%).
- 5.13 The employment rate in Tendring of 71% is also lower relative to these comparators. There are around 52,000 people employed in Tendring. While the employment rate is lower in Tendring relative to the comparators, it has increased at a greater rate than in Essex, the South East LEP and England.
- 5.14 The unemployment rate in Tendring is 7%, accounting for 3,900 people. This rate is higher than those of the comparators. This is largely driven by the high male unemployment rate in Tendring, while the female unemployment rate is similar to those in the wider geographies.
- 5.15 Further analysis of unemployment data shows that there is a high rate of unemployment in young people aged between 18 and 24.

Table 5.2 Labour Market Participation

|                                  | Tendring |     | Essex | South East LEP | England |
|----------------------------------|----------|-----|-------|----------------|---------|
|                                  | Number   | %   | %     | %              | %       |
| Economic Activity Rate (16-64)   | 56,200   | 76% | 81%   | 80%            | 79%     |
| Employment Rate (16-64)          | 52,300   | 71% | 78%   | 77%            | 75%     |
| Unemployment Rate (16-64)        | 3,900    | 7%  | 4%    | 4%             | 4%      |
| % of 18-24 unemployed            | 1,600    | 14% | 8%    | 7%             | 8%      |
| Male Unemployment Rate (16-64)   | 3,000    | 10% | 4%    | 4%             | 5%      |
| Female Unemployment Rate (16-64) | 900      | 4%  | 4%    | 4%             | 4%      |
| Job Seeker's Allowance Claimants | 1,600    | 2%  | 1%    | 1%             | 1%      |

Source: Annual Population Survey, 2017

## Broad Sectoral Composition

- 5.16 The table below presents information on the number of jobs and businesses in key sectors, along with the sector's share of total jobs or businesses, its location quotient (share of jobs/businesses that come from that sector in Tendring compared to the share in England) relative to England, and the change in jobs or businesses over the preceding five years.
- 5.17 The Tendring economy is relatively diverse, without a dominant sector. In terms of jobs, the main sectors in the area are retail; health and care; tourism; and education. Between them, these sectors make up nearly 55% of all jobs in the district.

- 5.18 There are a number of fast growing sectors in the Tendring economy. The number of jobs in ICT & digital increased by 229% between 2011 and 2016, though it started from a low base in 2011. The tourism sector grew by 35% over the five-year period, creating around 1,500 new jobs. There has also been an increase in the professional and financial sector, with 27% growth in jobs. However, while the sector is relatively large, making up 6% of Tendring's economy, it has a low location quotient.
- 5.19 Analysis of the data identifies a number of sectors which Tendring specialises in compared to England. These include:
- Ports & Logistics, where Tendring is 1.5 times more specialised than England, with around 2,250 jobs.
  - Tourism, where Tendring is 1.3 times more concentrated than England, with around 6,500 jobs.
  - Advanced manufacturing, where Tendring is 1.5 times more concentrated than England in terms of businesses, with 115 businesses and 1,375 jobs.
  - Health and Care, where Tendring is 1.3 times more specialised than England, with around 6,500 jobs.
- 5.20 The Tendring economy is also specialised in the low carbon and energy sector. This is shown by its location quotient for businesses of 1.8.

Table 5.3 Composition of the Economy

|                            |                               | Business<br>UK Business Count |     |     |                   | Employment<br>BRES |     |     |                   |
|----------------------------|-------------------------------|-------------------------------|-----|-----|-------------------|--------------------|-----|-----|-------------------|
|                            |                               | 2017                          |     |     | Change<br>2012-17 | 2016               |     |     | Change<br>2011-16 |
|                            |                               | No.                           | %   | LQ  | %                 | No.                | %   | LQ  | %                 |
| Creative &<br>Professional | Creative Services             | 325                           | 6%  | 0.7 | 10%               | 1,000              | 2%  | 0.5 | 0%                |
|                            | Business Support              | 340                           | 7%  | 0.7 | 31%               | 2,500              | 6%  | 0.7 | 17%               |
|                            | ICT & Digital                 | 35                            | 1%  | 0.7 | 17%               | 230                | 1%  | 0.7 | 229%              |
|                            | Professional and<br>Financial | 660                           | 13% | 0.6 | 29%               | 2,375              | 6%  | 0.4 | 27%               |
|                            | Other Services                | 220                           | 4%  | 1.2 | 22%               | 800                | 2%  | 0.9 | -10%              |
| Support<br>Industries      | Ports & Logistics             | 185                           | 4%  | 1.0 | 3%                | 2,250              | 6%  | 1.5 | 20%               |
|                            | Transport                     | 160                           | 3%  | 1.1 | -14%              | 2,125              | 5%  | 1.7 | -11%              |
|                            | Construction                  | 820                           | 16% | 1.5 | 22%               | 2,500              | 6%  | 1.3 | 18%               |
|                            | Wholesale                     | 175                           | 3%  | 0.8 | -3%               | 1,500              | 4%  | 0.9 | 20%               |
| Local<br>Services          | Retail                        | 785                           | 15% | 1.3 | -2%               | 6,500              | 16% | 1.5 | 0%                |
|                            | Tourism                       | 480                           | 9%  | 1.1 | 5%                | 5,000              | 12% | 1.3 | 35%               |
| Industrial                 | Manufacturing                 | 310                           | 6%  | 1.3 | 9%                | 3,000              | 7%  | 0.9 | 0%                |
|                            | Adv. Manufacturing            | 115                           | 2%  | 1.5 | 21%               | 1,375              | 3%  | 1.1 | 22%               |
|                            | Utilities and Waste           | 30                            | 1%  | 1.1 | 0%                | 475                | 1%  | 1.2 | 19%               |
| Public<br>Services         | Health and Care               | 350                           | 7%  | 1.2 | -4%               | 6,500              | 16% | 1.3 | 8%                |
|                            | Public Admin                  | 50                            | 1%  | 1.4 | -9%               | 1,375              | 3%  | 0.9 | -8%               |
|                            | Education                     | 130                           | 3%  | 1.0 | 24%               | 4,250              | 10% | 1.2 | -11%              |
|                            | Total                         | 5,150                         |     |     |                   | 40,500             |     |     |                   |
|                            | Low Carbon/Energy             | 300                           | 6%  | 1.8 | 0%                | 1,300              | 3%  | 1.0 | 8%                |

Source: BRES, 2011, 2016, UK Business Count, 2011, 2017

## Sector Strengths

- 5.21 This section discusses a number of key sectors across Tendring. These are sectors which have been identified through the review of local policy documents or the above data analysis.

|                    | Business          |    |     |                | Employment |     |     |                |
|--------------------|-------------------|----|-----|----------------|------------|-----|-----|----------------|
|                    | UK Business Count |    |     |                | BRES       |     |     |                |
|                    | 2017              |    |     | Change 2012-17 | 2016       |     |     | Change 2011-16 |
|                    | No.               | %  | LQ  | %              | No.        | %   | LQ  | %              |
| Ports & Logistics  | 185               | 4% | 1.0 | 3%             | 2,250      | 6%  | 1.5 | 20%            |
| Tourism            | 480               | 9% | 1.1 | 5%             | 5,000      | 12% | 1.3 | 35%            |
| Adv. Manufacturing | 115               | 2% | 1.5 | 21%            | 1,375      | 3%  | 1.1 | 22%            |
| Health and Care    | 350               | 7% | 1.2 | -4%            | 6,500      | 16% | 1.3 | 8%             |
| Low Carbon/Energy  | 300               | 6% | 1.8 | 0%             | 1,300      | 3%  | 1.0 | 8%             |

Source: BRES, 2011, 2016, UK Business Count, 2011, 2017

- 5.22 The analysis focuses on the following sectors:
- Ports and Logistics
  - Tourism
  - Advanced Manufacturing
  - Health and Care
  - Low Carbon/Energy
- 5.23 These are sectors where Tendring has above average levels of specialisation and where employment is growing.

### Ports and Logistics

- 5.24 The ports and logistics sector is a key sector for Tendring, as identified by the Essex Economic Plan and the South East LEP SEP. There are a number of significant assets related to the industry and the Haven Gateway is a nationally important cluster of ports. The five key ports are Felixstowe, Harwich International, Harwich Navyard, Ipswich and Mistley.
- 5.25 These ports are used for international ferry services, freight container vessel transport and storage and for cruise. Harwich ports have been used to support the operation and maintenance of the North Sea Wind Farms (including the Galloper Offshore Wind Farm at present). The ports at Mistley and Brightlingsea also support offshore wind and import activities. However, there is strong competition from other ports, including Great Yarmouth and Lowestoft.
- 5.26 Across the Tendring district, there are around 2,250 people employed in the ports and logistics sector, which is 6% of all jobs in Tendring. In terms of employment, Tendring is 1.5 times more specialised than England.



- 5.27 There are around 185 businesses in the sector based in Tendring. This represents 4% of all Tendring businesses and Tendring does not exhibit much of a specialisation in terms of ports and logistics businesses.
- 5.28 Harwich and Dovercourt is a key centre for ports and logistics work, with around 1,000 jobs located in the area. Relative to England, it has a location quotient of 4.
- 5.29 In terms of key sub-sectors, Tendring shows strength in water transport services (LQ of 15.1 against England), water freight transport (LQ of 3.4 against England) and road freight transport (around 600 jobs).

## **Tourism**

- 5.30 The tourism sector is a large part of the Tendring economy with many people coming to the Essex coast for holidays. The coastal location has given rise to a number of seaside resorts, including at Clacton-on-Sea, Walton-on-the-Naze and Frinton-on-Sea.
- 5.31 5,000 people are employed within the tourism sector in Tendring, representing 12% of total jobs in the area. Tendring is relatively specialised in tourism, with a location quotient of 1.3. The sector has grown significantly in recent years, growing 35% between 2011 and 2016.
- 5.32 There are around 480 tourism businesses located in Tendring, representing 9% of total businesses. There is a slight specialism in tourism in Tendring, with a location quotient of 1.1.
- 5.33 Many tourism jobs are located in Clacton-on-Sea (with 1,375 jobs and a LQ of 1.0 against England) and Harwich and Dovercourt (1,250 jobs with a LQ of 2.0 against England).
- 5.34 Tendring specialises in holiday parks, camping grounds, trailer parks. There are 750 jobs in this sector, amounting to a location quotient of 12.2. Other key sub-sectors include tour operator activities (location quotient of 2.3 against England) and hotels (950 jobs with a location quotient of 1.4 against England).

## **Advanced Manufacturing**

- 5.35 The advanced manufacturing sector is relatively specialised in Tendring compared to nationally and is one of the fastest growing sectors in the district. This is supported by key research interests at the University of Essex, particularly supported STEM skills.
- 5.36 There are 1,375 people employed in the advanced manufacturing sector in Tendring. These workers make up 3% of the Tendring workforce. In terms of jobs, Tendring is slightly specialised in advanced manufacturing with a location quotient of 1.1 against England. However, the number of jobs has grown by a significant 22% since 2011.
- 5.37 There are 115 advanced manufacturing business located in Tendring. These make up 2% of all Tendring businesses. Tendring is particularly specialised in advanced manufacturing businesses, with a location quotient of 1.5. The district has also seen business growth of 21% since 2012.
- 5.38 Tendring has a particularly strong specialism in the manufacture of electricity distribution and control apparatus, with 225 jobs and a location quotient of 11.0 against England. Other key sub-sectors include the manufacture of general purpose machinery (location quotient of 5.6 against England) and the repair of machinery (location quotient of 3.2 against England).

## Health and Care

- 5.39 The health and care sector remains an important sector for the district. Tendring has a large number of residential care homes, perhaps reflecting its relatively old population. There is also a small life sciences sector in Tendring, with some business producing medical devices. In the wider Essex region, there is a particularly strong healthcare and life sciences sector. This is especially the case in the west of Essex.
- 5.40 The University of Essex supports the health and care sector in Tendring with a specialism in health and care research. The Essex Biomedical Science Centre is located at the University, providing high value jobs for residents.
- 5.41 Within the Tendring district, there are 6,500 people working in the health and care sector, which represents 16% of total jobs in the area. Tendring is 1.3 times more specialised than England in terms of this sector.
- 5.42 There are 350 health and care businesses located in Tendring. This represents 7% of all businesses in the area. In terms of health and care businesses, Tendring is 1.2 times more specialised than England.
- 5.43 Clacton-on-Sea is a key centre for health and care work, with around 2,750 jobs in this area. Compared to England, it has a location quotient of 1.5. Frinton-on-Sea and Walton-on-the-Naze also has a high location quotient of 1.7 against England. This possibly reflects the high proportion of residents aged over 65 (42%).
- 5.44 In terms of key sub-sectors, Tendring shows strength in elderly and disabled residential care (LQ of 3.2 against England), other residential care (LQ of 2.6 against England) and social work activities (LQ of 1.8 against England).

## Low Carbon/Energy

- 5.45 While offshore energy was identified as a key sector in the previous Tendring Economic Strategy, the broader low carbon and energy sector is very important to the local economy. The coastal location has made Tendring a prime location for the growth of the offshore wind energy, while key infrastructure for the operation and maintenance of offshore wind energy production is in place at Harwich port.
- 5.46 The Energy Skills Centre in Harwich aids local skills development, particularly on engineering skills suited to supporting the offshore wind industry.
- 5.47 The wider low carbon and renewable energy sector across Suffolk and wider Essex is also strong, particularly relating to nuclear power generation. These sectors are supported by a significant supply chain and Tendring businesses are involved in this.
- 5.48 Based on the Hatch Regeneris Low Carbon Model, there are 1,300 jobs in the Tendring low carbon economy. This represents 3% of the jobs in Tendring. With a location quotient of 1.0, Tendring is not very specialised in terms of jobs compared to England.
- 5.49 On the other hand, there are 300 businesses in the district. Given that these businesses make up 6% of total businesses, Tendring is highly specialised in terms of low carbon businesses, with a location quotient of 1.8.
- 5.50 The largest centre in Tendring in terms of low carbon employment is Clacton-on-Sea, with 550 jobs. Clacton-on-Sea is relatively specialised in this sector, with a location quotient of 1.2 against England.

## Business Base

- 5.51 The profile of Tendring's business base, in terms of size, is similar to the profiles seen in Essex, the South East LEP and England. A large proportion (84%) of Tendring's businesses employ less than ten people. However, this is slightly less than in other comparator areas.
- 5.52 Large businesses with over 250 employees are also less prevalent in Tendring. There are only five such businesses, representing 0.1% of all businesses in Tendring.
- 5.53 Conversely, there is a slightly higher proportion of small-sized businesses (13%) and medium-sized business (3%) compared to the picture in England.

| Business Size   | Tendring |      | Essex | South East LEP | England |
|-----------------|----------|------|-------|----------------|---------|
|                 | Number   | %    | %     | %              | %       |
| Micro (0-9)     | 4,330    | 84%  | 86%   | 86%            | 85%     |
| Small (10-49)   | 680      | 13%  | 12%   | 12%            | 12%     |
| Medium (50-249) | 140      | 3%   | 2%    | 2%             | 3%      |
| Large (250+)    | 5        | 0.1% | 0.3%  | 0.3%           | 0.4%    |
| Total           | 5,155    | 100% | 100%  | 100%           | 100%    |

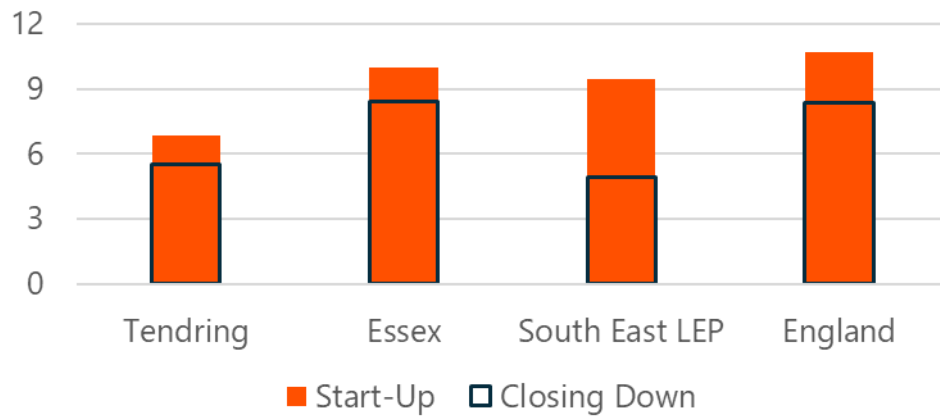
Source: UK Business Count, 2017

- 5.54 According to data from Companies House, there are currently 4,471 businesses registered in Tendring district. However, it should be noted that this may not be an accurate reflection of the number of businesses operating in the area as it is a count of the number of registered businesses rather than trading businesses.
- 5.55 As with employment centres in Tendring, a large number of businesses are located in Clacton-on-Sea (1,100 active businesses), Frinton-on-Sea and Walton-on-the-Naze (505 active businesses) and Harwich and Dovercourt (415 active businesses).

## Enterprise

- 5.56 The ONS's Business Demography data indicates that there were around 550 business start-ups in Tendring in 2016. This represents around 6.8 businesses started per 1,000 working-age residents. This compares to around 10 new businesses per 1,000 working-age residents in Essex, indicating that start-up rates in Tendring are relatively low.
- 5.57 On the other hand, business closures were lower in Tendring than in Essex in 2016. There were around 5.6 business closures per 1,000 working-age residents compared to 8.4 in Essex.
- 5.58 These two factors contribute to a net start-up rate in Tendring that is only slightly below the Essex average. In 2016, 1.2 more business started-up than closed per 1,000 working-age residents.
- 5.59 This is slightly lower than the net start-up rate in England of 2.4 businesses and significantly lower than the rate of 5 business in the South East LEP.

Figure 5.4 Business Birth and Death Rate per 1,000 Working-Age Residents, 2016



Source: UK Business Demographics, 2016

- 5.60 As noted above, there are 4,471 active businesses registered in Tendring, according to Companies House data. Of these active businesses, 811 were incorporated in 2017 or 2018. This indicates that 18% of active businesses started in the last year and a half. This percentage will be slightly skewed as it does not factor in businesses that have closed over the past 18 months.

## 6. Commercial Property Market

### Summary

- In terms of the **office market**, the sector is dominated by smaller suites and office units geared towards the SME market.
- In the past two years there has been a higher volume of transactions than previously and some recent evidence of larger spaces transacting (>500 sq m).
- Clacton remains the centre point of the office market with the largest number of deals and largest amount of floorspace transacted.
- Other important local office markets include Harwich, Ardleigh and Elmstead.
- Office occupancy rates are at around 90-95% which suggests Tendring has a vibrant and attractive market with capacity for growth but with limited choice in the market.
- In terms of the **industrial market**, industrial transactions have been fairly consistent over the last decade but have increased in the last couple of years.
- Clacton remains the dominant focus of this market with Gorse Lane industrial estate seeing the largest levels of activity.
- Longer-term leases on good quality stock suggests there is some confidence in the market.
- Similar to the office market, occupancy levels are generally high and there is a shortage of readily available stock in the market.

### Introduction

- 6.1 The following chapter outlines the current property market in Tendring, based on recorded information on commercial transactions in the District, currently available commercial premises, enquiries for commercial property and discussions with locally active property agents.

### Deals

- 6.2 A list of recorded deals completed between 2008 and 2018 (year to date), obtained from the EGi property database, has been compiled and analysed in Table 6.1 below. Overall, 137 office and industrial/warehouse deals were recorded, comprising 55,108 sqm. There was a relatively even split between office transactions (56 percent) and industrial/warehousing (44 percent), although industrial floorspace transacted significantly outweighed the office total, accounting for 75 percent of total floorspace. It should be noted that typically not all transactions are recorded, including those completed by local Tendring agents and property owners, however, it provides a good guide to the level and nature of activity in Tendring, highlighting market trends. Clearly, the 2018 data is only partially complete, with the data collected in July 2018. Furthermore, there is typically a lag within the property database of the recording of the data and thus further transactions may have been finalised in the most recent months, which have yet to be recorded in the database.

|              | Office       |                  | Industrial   |                  | Total        |                  |
|--------------|--------------|------------------|--------------|------------------|--------------|------------------|
|              | No. of Deals | Floorspace (Sqm) | No. of Deals | Floorspace (Sqm) | No. of Deals | Floorspace (Sqm) |
| 2008         | 1            | 351              | 2            | 390              | 3            | 741              |
| 2009         | 3            | 284              | 6            | 12,862           | 9            | 13,146           |
| 2010         | 2            | 337              | 5            | 1,309            | 7            | 1,646            |
| 2011         | 4            | 432              | 4            | 2,059            | 8            | 2,491            |
| 2012         | 10           | 1,905            | 3            | 3,139            | 13           | 5,044            |
| 2013         | 9            | 2,565            | 8            | 2,929            | 17           | 5,494            |
| 2014         | 4            | 472              | 6            | 5,587            | 10           | 6,059            |
| 2015         | 10           | 1,624            | 7            | 2,689            | 17           | 4,313            |
| 2016         | 9            | 718              | 11           | 5,243            | 20           | 5,961            |
| 2017         | 14           | 2,429            | 12           | 4,198            | 26           | 6,627            |
| 2018 (YTD)   | 5            | 2,819            | 2            | 767              | 7            | 3,586            |
| <b>Total</b> | <b>71</b>    | <b>13,936</b>    | <b>66</b>    | <b>41,172</b>    | <b>137</b>   | <b>55,108</b>    |

Source: EGi, 2018

- 6.3 Table 6.2 details these 137 deals by terms of transaction type. Overwhelmingly across the study period, deals have been completed on a leasehold basis (80 percent), with an average of only 2.5 freehold transactions completed per year since 2008.

|              | Leasehold  | Freehold  | Total      |
|--------------|------------|-----------|------------|
| Office       | 59         | 12        | 71         |
| Industrial   | 51         | 15        | 66         |
| <b>Total</b> | <b>110</b> | <b>27</b> | <b>137</b> |

Source: EGi, 2018

- 6.4 For offices specifically, 59 deals (83 percent) were completed on a leasehold basis between 2008 and 2018. Although freehold deals have been infrequent, the most recent occurred in April 2018 and saw the 2,517 sqm Custom House in Harwich sold for £1.2 million. This is, however, to be converted to residential use in due course.
- 6.5 51 completed industrial deals (77 percent) have been leasehold and the most recent freehold transaction can be found as far back as December 2016 with the sale of the 3,382 sqm Unit 11, Martells Industrial Estate, Ardeleigh.

## Office

- 6.6 Table 6.3 below provides a breakdown of office deals since 2008 in the District by year. Of the 71 deals recorded, 65 have a size figure associated with them. In total, 13,936 sqm was transacted with an average deal size of 196 sqm.

|             | No. Deals | Floorspace (Sqm) |
|-------------|-----------|------------------|
| <b>2008</b> | 1         | 351              |
| <b>2009</b> | 3         | 284              |
| <b>2010</b> | 2         | 337              |
| <b>2011</b> | 4         | 432              |
| <b>2012</b> | 10        | 1,905            |
| <b>2013</b> | 9         | 2,565            |
| <b>2014</b> | 4         | 472              |
| <b>2015</b> | 10        | 1,624            |

|              |           |               |
|--------------|-----------|---------------|
| <b>2016</b>  | 9         | 718           |
| <b>2017</b>  | 14        | 2,429         |
| <b>2018</b>  | 5         | 2,819         |
| <b>Total</b> | <b>71</b> | <b>13,936</b> |

Source: EGi, 2018

- 6.7 Although the recessionary period across 2008-2009 and low confidence in following years clearly reflects in the deals figures for the early part of the decade, the most recent three full years (2015-17) have seen a higher volume of office transactions. An average of six office deals per year have been completed since 2008, although the average is 11 deals for the period 2015-17. The first half of 2018 has seen deals almost reach the annual decadal average.
- 6.8 While the market is seemingly characterised by smaller suites and office units, there is evidence of larger spaces transacting over the last decade. The two of the three largest completed transactions in Tendring during this period have occurred since May 2017, perhaps demonstrating a changing shift in the types of occupier demand. The three largest transactions since 2008 are as follows:
- *Custom House, Harwich* – 2,517 sqm – purpose-built office building for HM Revenue & Customs in the 1980s. Sold for £1.2 million (03/04/18). This is likely to be converted to a residential use.
  - *Harlech House, Clacton-on-Sea* – 1,709 sqm – large town centre office building (sold 15/05/13). This has subsequently been converted to a residential use.
  - *Apex 12, The Beeches* – 631 sqm – modern character office buildings (let 15/05/17).
- 6.9 In order to better understand the geographical spread of these office deals, Table 6.4 details them by location. Since 2008, Clacton-on-Sea has been the centre point of the Tendring office market, accounting for 28 deals (39 percent of the total). Clacton also accounts for almost the same percentage of transacted floorspace. However, Table 6.4 also demonstrates the important function, however small, of Tendring's more rural locations, all of which have seen some market activity over the previous decade.

**Table 6.4 Office Deals by Location (2008-2018) - Tendring District**

|                 | Office       |                  |
|-----------------|--------------|------------------|
|                 | No. of Deals | Floorspace (sqm) |
| Clacton-on-Sea  | 28           | 5,343            |
| Harwich         | 9            | 3,639            |
| Ardleigh        | 12           | 2,293            |
| Manningtree     | 3            | 221              |
| Brightlingsea   | 1            | 351              |
| Elmstead Market | 14           | 1,665            |
| Great Bentley   | 2            | 94               |
| Frinton-on-Sea  | 2            | 330              |
| <b>Total</b>    | <b>71</b>    | <b>13,936</b>    |

Source: EGi, 2018

- 6.10 Since 2012, a number of deals have been completed in Elmstead Market, exclusively on the site known as Lanswood Park. While the size information provided by EGi is not wholly comprehensive, it is clear that the speculatively built first phase saw early transactions in which occupier's took whole floorplates or indeed entire units on a leasehold basis. Deals in more recent years however have focused on smaller suites. This in part explains the slightly diminished average deals size of 119 sqm at the Park.

- 6.11 The other notable office location is Ardleigh. Deals suggest that this is due to a number of business centre options including Apex 12 and Crown Business Centre. Again, the nature of these business centre options, although notable in deal frequency, does produce a smaller average deal size of 191 sqm.

### Office Rents

- 6.12 Although recent deals at Lanswood Park have increased the prime rent figure to almost £205/sqm (£19/sqft), this is very unusual and reflective of the rare instance of quality space available at the Elmstead Market site. Although deals over £100/sqm (£9.30/sqft) are not uncommon, based on available rental information between 2008 and 2018, an average office rent for the district sits at £96.45/sqm (£8.96/sqft).

### Industrial

- 6.13 Table 6.5 below provides a breakdown of industrial/warehouse deals since 2008 in the District by year. Of the 66 deals recorded, 65 have a size figure associated with them. In total, 41,172 sqm was transacted with an average deal size of 624 sqm.

|       | No. Deals | Floorspace (sqm) |
|-------|-----------|------------------|
| 2008  | 2         | 390              |
| 2009  | 6         | 12,862           |
| 2010  | 5         | 1,309            |
| 2011  | 4         | 2,059            |
| 2012  | 3         | 3,139            |
| 2013  | 8         | 2,929            |
| 2014  | 6         | 5,587            |
| 2015  | 7         | 2,689            |
| 2016  | 11        | 5,243            |
| 2017  | 12        | 4,198            |
| 2018  | 2         | 767              |
| Total | 66        | 41,172           |

Source: EGi, 2018

- 6.14 In terms of both deals and total floorspace, the past decade has been relatively consistent, minus a couple of notable exceptions. Following a run of single-figure completions, both 2016 and 2017 saw a spike in completed deals. Almost half of these deals can be found in Clacton-on-Sea, all almost exclusively on Gorse Lane Industrial Estate. This effectively cements Clacton-on-Sea as Tendring's most popular industrial location, which is discussed further below.
- 6.15 The other notable highlight is the large spike of completed floorspace in 2009. This unusual total of 12,862 sqm is due to the sale of the Delfords Factory in Harwich (10,219 sqm), by some way the largest deal completed since 2008. Whilst this site was in fact sold for residential use, larger industrial deals are otherwise not uncommon however and there a couple of other larger premises of note:
- *The Maltings, Ardleigh* – 1,206 sqm – no price provided (22/12/17)
  - *11, Martells Industrial Estate, Ardleigh* – 3,382 sqm – sold for £2.07 million (20/12/16).
- 6.16 Again, the completed industrial deals have also been detailed by location, in Table 6.6 below. As with the above office deals, although even more so, Clacton-on-Sea is by



some way the most established industrial location in Tendring, accounting for 41 (62 percent) of deals and a total of 14,894 sqm (36 percent) floorspace.

**Table 6.6 Industrial Deals by Location (2008-2018) - Tendring District**

|                 | Office       |                  |
|-----------------|--------------|------------------|
|                 | No. of Deals | Floorspace (sqm) |
| Clacton-on-Sea  | 41           | 14,894           |
| Harwich         | 3            | 10,612           |
| Ardleigh        | 6            | 9,262            |
| Manningtree     | 10           | 4,330            |
| Brightlingsea   | 5            | 1,413            |
| Elmstead Market | -            | -                |
| Great Bentley   | -            | -                |
| Frinton-on-Sea  | -            | -                |
| Alresford       | 1            | 661              |
| Total           | 66           | 41,172           |

Source: EGi, 2018

- 6.1 Aside from a handful of deals in other locations, only Manningtree represents another busy industrial location, owing to a number of high-density schemes including Causeway End Industrial Estate and Riverside Avenue West. Given this position, married with the fact that the average deal per year rate is just one, this is indicative of a low volume market activity outside of Clacton. This is corroborated by the discussions with the local commercial property agents (see Table 6.9), which suggest that Clacton is the focus of the main interest by the market, with low volumes elsewhere.

### Industrial Rents

- 6.2 The average rent achieved in Tendring from 2008 to 2018 is £55/sqm (£5.10/sqft). While there have been several sporadic instances of industrial rents reaching as high as £90/sqm (£8.40/sqft), most recently in April 2017 with the letting of the 135 sqm Unit 2, Dunstan Gate, Clacton-on-Sea (£88.91/sqm), this average certainly fits in with the transaction information available.

## Property Supply

- 6.3 A schedule of the vacant property currently being marketed in Tendring as of July 2018 has been compiled mainly through physical survey, through a search of commercial property agents' websites and consultations with agents. The marketed space is taken to be a reasonably accurate estimation to that which is vacant, however this does not include empty units which are not currently being marketed. The full listings of the industrial and office units have been included in Appendix D.

### Office

- 6.4 Table 6.7 shows that 1,443 sqm of vacant office floorspace is being market from 28 properties. Vacancies are small units, particularly 21-50 sqm, with the largest available office unit at Alresford (250 sqm). This demonstrates the small nature of the office market in Tendring, which is geared towards SME businesses.

| Table 6.7 Amount of Marketed Office Property |                  |                 |       |        |         |      |       |
|--|------------------|-----------------|-------|--------|---------|------|-------|
|  |                  | Size Band (sqm) |       |        |         |      | Total |
|  |                  | 0-20            | 21-50 | 51-100 | 101-200 | 200+ |       |
| Clacton-on-Sea                               | No. of Props     | 4               | 7     | -      | 1       | -    | 12    |
|  | Total Floorspace | 52              | 220   | -      | 120     | -    | 392   |
| Brightlingsea                                | No. of Props     | -               | -     | 2      | -       | -    | 2     |
|  | Total Floorspace | -               | -     | 158    | -       | -    | 158   |
| Great Bentley                                | No. of Props     | -               | -     | 2      | -       | -    | 2     |
|  | Total Floorspace | -               | -     | 138    | -       | -    | 138   |
| Harwich                                      | No. of Props     | -               | 3     | -      | -       | -    | 3     |
|  | Total Floorspace | -               | 116   | -      | -       | -    | 116   |
| Elmstead Market                              | No. of Props     | 1               | 6     | -      | -       | -    | 7     |
|  | Total Floorspace | 17              | 195   | -      | -       | -    | 212   |
| Wix  | No. of Props     | -               | -     | -      | 1       | -    | 1     |
|  | Total Floorspace | -               | -     | -      | 177     | -    | 177   |
| Alresford                                    | No. of Props     | -               | -     | -      | -       | 1    | 1     |
|  | Total Floorspace | -               | -     | -      | -       | 250  | 250   |
| Total  | No. of Props     | 5               | 16    | 4      | 2       | 1    | 28    |
|  | Total Floorspace | 69              | 531   | 296    | 297     | 250  | 1,443 |

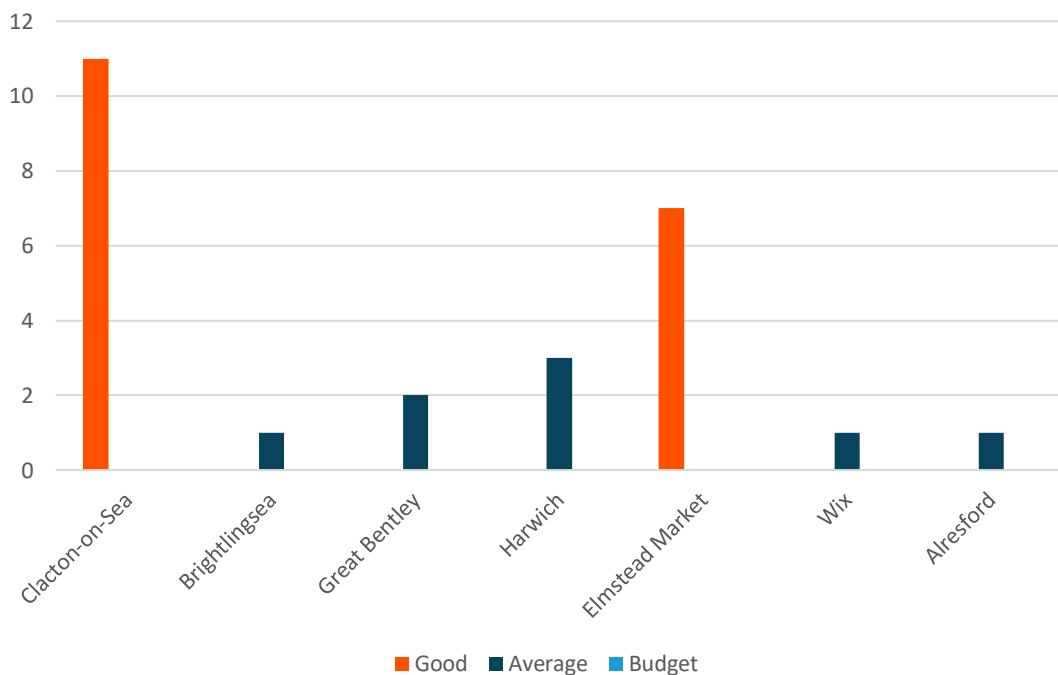
Source: BE Group, 2018

- 6.5 The largest supply within a single area was found in Clacton-on-Sea with 12 available properties comprising 392 sqm of vacant floorspace, almost half of the stock on the market by number of properties. The largest within Clacton-on-Sea features Atlantic House, Telford Road of 120 sqm on the market to be sold. Overall within Tendring, the largest vacant floorspace can be found at Unit 1, Orchard Business Units in Alresford where 250 sqm is being marketed.
- 6.6 Elmstead Market contains the second highest number of vacant units with seven (25 percent) on the current market comprising 212 sqm of floorspace. The remaining locations within Tendring are experiencing generally no more than three vacant properties on the current market and whilst supply is spread across Tendring, the south-east is seeing a lack of vacant properties due to a general lack of supply across the area.
- 6.7 As of July 2018, there are also two speculative office schemes currently being marketed in Tendring. This data has not been included in the above supply given that the space is either currently in the planning process, or under early construction. An indication of the developments in question is discussed below:

- Hudson Park, Old Ipswich Road, Ardleigh (**planning application submitted**)
  - A new development of up to five new detached office buildings of a high specification to include; double glazed aluminium windows, suspended ceilings incorporating LED lighting and recessed air conditioning cassettes. Options available from approx. 94 sqm to 760 sqm for a whole building (and multiples between). Available for Sale Freehold or To Let on a new flexible full repairing and insuring leases.
- Diary Barn Mews, Summers Park, Lawford (**completion expected Spring 2019**)
  - Newly constructed, high-specification office accommodation benefiting from onsite parking. Approx. 700 sqm available across six units. Offices are available to let by way of new Full Repairing and Insuring Leases.

6.8 Figure 5.1 shows that 18 (69 percent) of available properties were of good quality, with a further eight (31 percent) being of average quality. No budget options can be found available at present. This rating was based upon a review of the marketing for the premises and the price points set for each unit. As previously stated, Clacton-on-Sea contains the highest number of available properties, with 100 percent of the properties on the market here available on a leasehold basis and considered to be of a good quality.

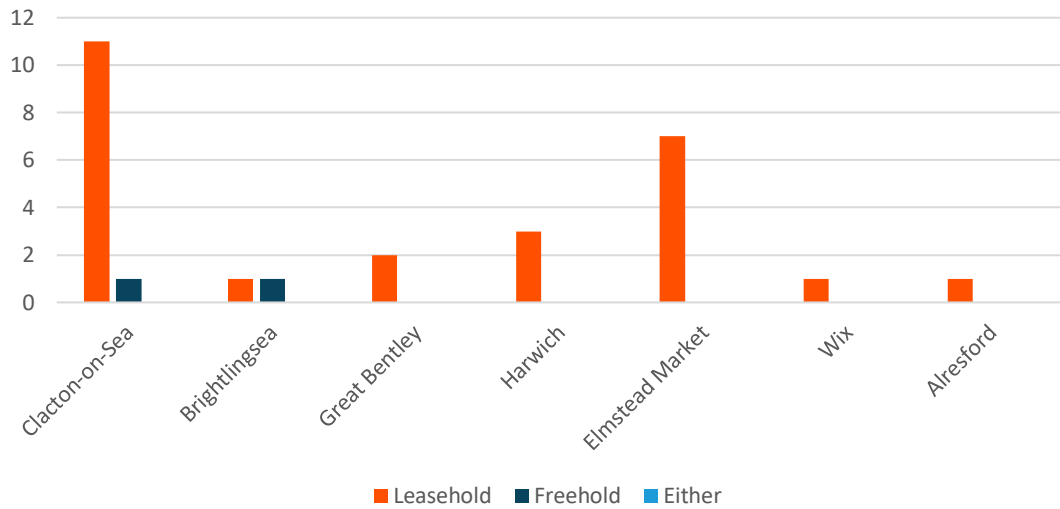
Figure 6.1 Quality of Marketed Office Property



Source: BE Group, 2018

6.9 Figure 5.2 below shows the split of tenures of the current vacant properties. The most available properties are being offered on a leasehold term with 26 (93 percent). A further two properties (seven percent) are being offered on a freehold basis only, found at Clacton-on-Sea and Brightlingsea. No properties are being marketed with the option of either leasehold or freehold.

Figure 6.2 Tenure of Marketed Office Property



Source: BE Group, 2018

## Industrial

6.10 Table 6.8 illustrates that as of July 2018, there is 8,376 sqm of vacant industrial floorspace, within 27 properties, split across seven different areas of Tendring. The location of the largest marketed vacant floorspace can be found in Brightlingsea with Hall Works, Church Road totalling 1,124 sqm.

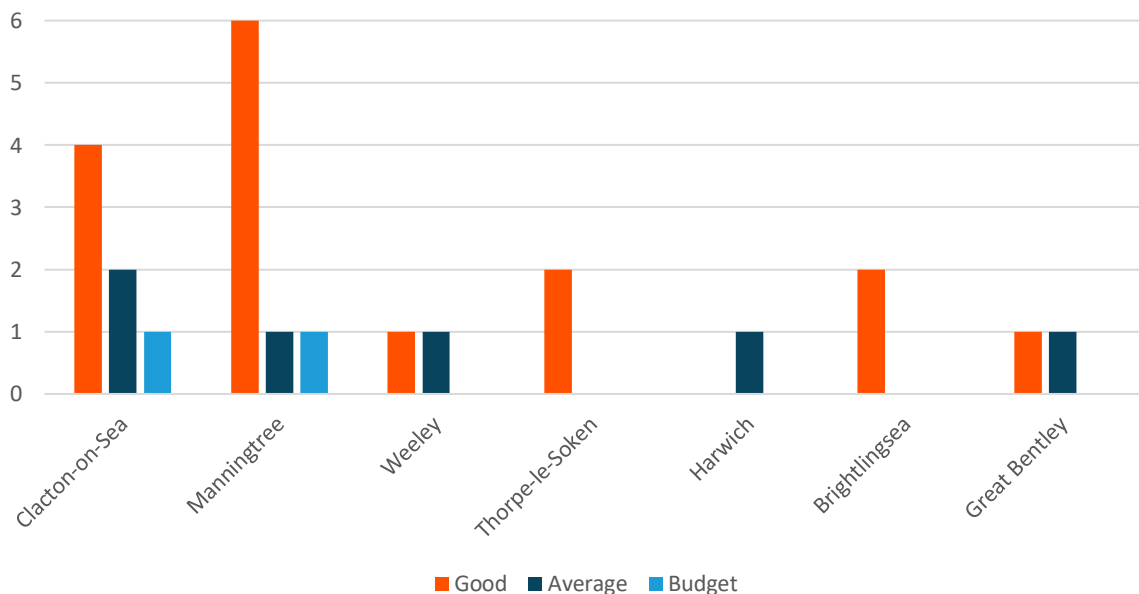
Table 6.8 Amount of Marketed Industrial Property

|                 |                  | Size Band, Sqm |         |         |           |        | Total |
|-----------------|------------------|----------------|---------|---------|-----------|--------|-------|
|                 |                  | 0-100          | 101-200 | 201-500 | 501-1,000 | 1,001+ |       |
| Clacton-on-Sea  | No. of Props     | 1              | 2       | 4       | 1         | -      | 8     |
|                 | Total Floorspace | 58             | 330     | 1567    | 557       | -      | 2,512 |
| Manningtree     | No. of Props     | -              | 4       | 3       | 1         | -      | 8     |
|                 | Total Floorspace | -              | 561     | 1,128   | 744       | -      | 2,433 |
| Weeley          | No. of Props     | -              | -       | 2       | -         | -      | 2     |
|                 | Total Floorspace | -              | -       | 441     | -         | -      | 441   |
| Thorpe-le-Soken | No. of Props     | -              | 2       | -       | -         | -      | 2     |
|                 | Total Floorspace | -              | 287     | -       | -         | -      | 287   |
| Harwich         | No. of Props     | -              | -       | -       | 1         | -      | 1     |
|                 | Total Floorspace | -              | -       | -       | 906       | -      | 906   |
| Brightlingsea   | No. of Props     | 2              | -       | -       | -         | 1      | 3     |
|                 | Total Floorspace | 186            | -       | -       | -         | 1,124  | 1,310 |

Source: EGi, 2018

- 6.11 Availability is spread across the size ranges but mostly seen between 100-500 sqm. Only one property is available with a floorspace above 1,000 sqm (10,760 sqft). The specific size range of 201-500 sqm saw the highest number of available properties on the market, 10 (37 percent). These comprised of 3,416 sqm, which is the largest amount for a single size range. Whilst properties of 101-200 sqm are also in high supply in terms of number of units, with nine (33 percent) comprising of 1,317 sqm, units of 501-1,000 sqm contained the second largest amount of floorspace, 2,207 sqm.
- 6.12 Clacton-on-Sea and Manningtree each contain eight available units, the largest supplies seen for a single area. These were also the locations that saw the highest number of industrial transactions over the last decade. Whilst Clacton-on-Sea comprises 2,512 sqm from these units, Manningtree sees a slightly less vacant floorspace total of 2,433 sqm. Together these two locations are home to 60 percent of the vacant floorspace for industrial units within Tendring.
- 6.13 The remaining five locations, likewise with office units, are seeing no more than three vacant properties per area and supply of these 27 properties is again spread across Tendring.
- 6.14 As of July 2018, there are no marketing particulars in circulation for speculative industrial premises under construction in Tendring.
- 6.15 Figure 5.3 shows that the majority of available space within Tendring is of a good quality with 16 units (66 percent), based on a review of the properties and price points. A further six units (25 percent) are of an average quality and, unlike with office units within Tendring, there are budget offerings available. Two units (nine percent) are available at budget level, within Clacton-on-Sea and Manningtree. A full range of quality of marketed units is only seen in these two locations.

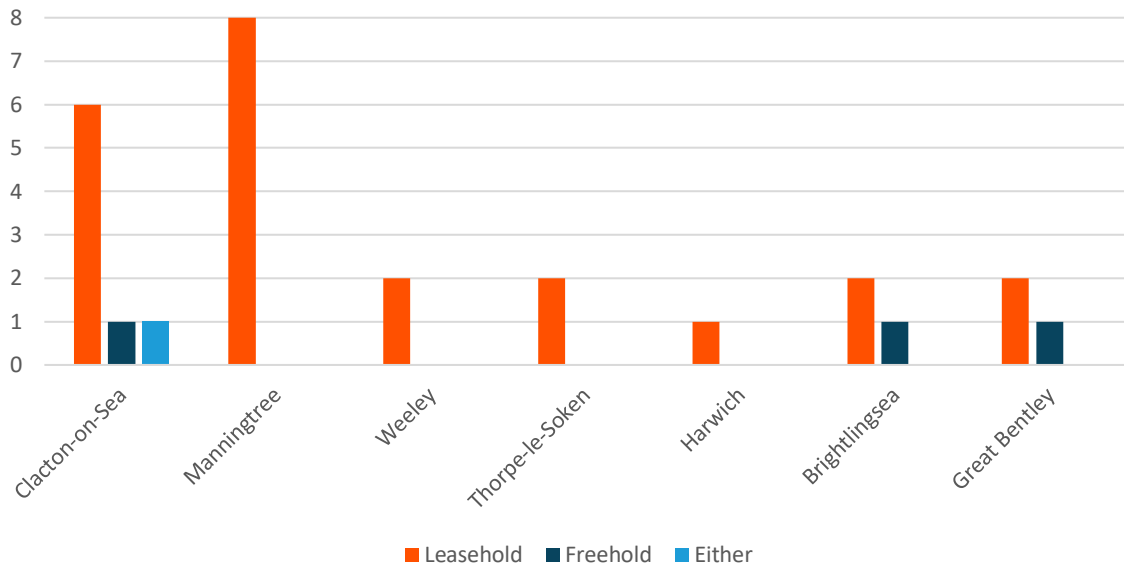
Figure 6.3 Quality of Marketed Industrial Property



Source: BE Group, 2018

- 6.16 Leasehold properties within Tendring are dominating the current market with 23 units (85 percent) being marketed to let. The remaining stock is split, with three units (11 percent) being marketed to sell and one unit (four percent) being marketed as leasehold/freehold. The unit at 2 Telford Road, Clacton-on-Sea is the only industrial unit available as either tenure.

Figure 6.4 Tenure of Marketed Industrial Property



Source: BE Group, 2018

## Valuation Office Data

6.17 The Valuation Office Agency (VOA) provides data on the total number of business premises and overall floorspace by local authority. The latest figures published are from 2016.

### Office

6.18 According to the VOA statistics, there are 530 office hereditaments within Tendring, totalling 64,000 sqm. From Table 6.7 above it can be seen that 1,443 sqm of office floorspace is currently being marketed within 28 properties in Tendring. This suggests an overall occupancy rate of 97.8 percent by floorspace and 94.7 percent by occupied premises. These occupancy rates, drawn from comparing overall 2016 data to vacant premises in 2018, provides an estimate only of the actual occupancy level, rather than an exact figure. However, it is instructive as to the overall performance of the market.

6.19 Occupancy rates of 90 to 95 percent show a vibrant and active market, whilst also providing capacity for growth. High occupancy rates show a full market with businesses having difficulties in finding premises, whereas low occupancy rates indicate derelict stock and poor business growth. The overall office occupancy rates suggest a tightly-held market, with limited choice in the market.

### Industrial

6.20 The VOA figures indicate that there are 1,320 industrial premises within Tendring which comprise 446,000 sqm. 27 vacant industrial premises can be found on the current market, totalling 8,376 sqm, as described in the Property Supply section above. This suggests an overall occupancy rate, by floorspace, of 98.1 percent and by number of premises of 98 percent.

6.21 The overall occupancy rates for industrial units within Tendring, by floorspace and premises number, are high which suggests a full market with businesses finding limited

available premises. This is similar to the trend identified for the office market and can indicate a shortage of supply in both markets.

## Consultation with Property Agents

- 6.22 The above analysis of the property data pertaining to Tendring has been supported by consultations with commercial property agents active in the district. Agents were asked about activity levels in Tendring, key market sectors, spatial differences and the key employment nodes. Feedback from the agents is summarised in the tables below. The names of the agent or agency have not been provided in order to protect confidentiality.

| Table 6.9 Property Market Comments |   |
|------------------------------------|---|
| Contact                            | Comment   |
| Local Agent                        | <p>The industrial market has picked up some pace in recent years, with a number of historic property owners opting to sell their long-owned units.</p> <p>The market is however characterised more so by leasehold transactions.</p> <p>Existing industrial stock in Tendring is generally characterised as older, brick built/asbestos units. Deals on these units complete at around £50/sqm (c. £4.65/sqft).</p> <p>More modern units on Gorse Lane in Clacton have been purpose built for specific occupiers and command a larger rent of around £80-90/sqm (£7.50-8.50/sqft), however these deals have previously been completed on 10/15 year leases.</p> <p>This has led to a 10-15 year lack of supply, with growing demand.</p> <p>During this time, some units with a degree of flexibility have fared well, allowing for use as trade counters, bathroom showrooms and MOT garages.</p> <p>Retail units will take at least 12 months to let – with no demand and growing supply as more units become vacant.</p> |
| Local Agent                        | <p>Not a lot of office supply in Tendring.</p> <p>Most of the supply is centred on Clacton, with some deals transacted on longer term bases.</p> <p>Rents are generally never more than £100/sqm (£9.30/sqft), unless in much more modern circumstances such as Lanswood Park and in serviced accommodation.</p> <p>Second-hand stock generally trades at around £80/sqm (£7.50/sqft).</p> <p>Smaller towns like Clacton need strong infrastructure in order to attract larger companies and demand (reflecting the strategy of larger locations such as Colchester).</p> <ul style="list-style-type: none"> <li>• Shops and schools are needed to fortify the building of new homes</li> <li>• M&amp;S planning to close Clacton store, there is a petition to try and keep it open</li> </ul> <p>Towns need to be sustainable to encourage consistent market performance.</p>   |

|             |  |
|-------------|--|
| Local Agent | <p>There is high demand for industrial across a varying size range, however more so on the smaller/moderately sized units.</p> <p>Car/MOT uses have proven to be the most popular in recent years, however storage/distribution interests are also increasing, depending on price.</p> <p>Industrial rents sit at around £50/sqm (£4.65/sqft).</p> <p>Business rates are also a big focus for smaller occupiers (both office and industrial) with premises often chosen based on the subsequent rates payable.</p> <p>Office rents sit at around £100/sqm (£9.00/sqft).</p> <p>Clacton is the most popular area for both – in particular it is a strong industrial area with good demand, however a dwindling supply.</p> <p>Transactions are primarily leasehold, however freehold deals in recent years have picked up pace.</p> |
| Local Agent | <p>Commercial, B-class market is limited however and primarily in Clacton-on-Sea.</p> <p>Employment allocations in Harwich are undesirable as market testing dictates that there is no demand in the more isolated areas of Tendring</p> <p>What demand there is in Tendring is focused on smaller, more flexible spaces in which SME's can expand or shrink as appropriate without large overheads.</p>   |

Source: BE Group, 2018

## Property Market Summary

6.23 The review of the property market has identified the following key points:

- The property market is a small, localised market, with low transaction volumes and the units being taken up are small. This is true for both the office and industrial markets.
- There is a very high occupancy rate in the property market for office and industrial premises.
- The most recent years (since 2015) have seen an increase in transaction volumes for both office and industrial premises, suggesting confidence in the market.
- Clacton-on-Sea is the most important market for commercial property in Tendring, although other towns and villages provide small but important roles in the overall provision of stock.
- Longer term leases (10-15 years) on the quality stock in Tendring suggests confidence in the market, but also ties up this quality stock for several years, limiting choices for those looking to enter the market.
- The local commercial agents report good demand for stock (predominantly small units) but a lack of supply.

6.24 Therefore, while the market is small, it is a strong market with high occupancy levels and above average transaction volumes in the most recent years. The low vacancy levels suggest that the momentum of these transaction volumes may struggle to be maintained without further stock being brought to the market.



## 7. Demand Scenarios

### Summary

- Based on Planning Practice Guidance, three approaches have been considered in the assessment of future employment land needs to 2033. These are outlined below.
- The **Employment led scenario** is based on bespoke sectoral employment forecasts provided by Experian UK (June 2018) and informed by PBA's population projections for the district. This scenario takes account of the distortions and errors in the official population projections.
- Overall employment in Tendring is expected to increase by 5,540 FTEs for the period 2017-33, with the increase in B-use class employment amounting to 674 FTEs.
- Under this scenario, for the period 2017-33 it is expected that requirements for employment land will be 1.72 ha of B1a/B1b, -2.69 ha of B1c/B2 and 4.28 ha of B8 land.
- The **Labour supply** approach is based on the how the local labour force is affected by the proposed housing delivery in the district to 2033. Under this scenario, for the period 2017-33, it is anticipated that requirements for employment land will be 0.73 ha of B1a/B1b, -3.23 ha of B1c/B2 and 1.09 ha of B8 land.
- The **Past take-up** scenario is based on the delivery of employment floorspace over a five to ten-year period for which data is available. Under this scenario it is expected that requirements for employment land will be 0.3 ha of B1a/B1b, 2.6 ha of B1c/B2 and 5.8 ha of B8 land.

### Introduction

- 7.1 This section sets out a series of growth scenarios for Tendring District focussing on B-use class employment floorspace and land needs. The approach used to generate projections of future need is based on the methodology specified in the Planning Practice Guidance (Methodology: Assessing Economic Development and Main Town Centre Uses). Based on this guidance three approaches have been considered in the assessment of future employment land needs to 2033, these are:
- **Employment led** scenarios based on sectoral employment forecasts;
  - **Labour supply** approach based on how the local labour force is affected by the proposed housing delivery in the district to 2033; and
  - **Past take-up** scenario based on the delivery of employment floorspace over a ten-year period for which data is available
- 7.2 It should be noted the assumptions used to inform the above approaches have been updated from the 2013 Tendring District Employment Land Review<sup>4</sup> taking account of new data releases and updated guidance on Employment Land Densities.

### Employment-led Scenario

- 7.3 This section considers the potential scale of employment land need within the District over the period 2017-2033 based on employment forecasts. Employment forecasts

<sup>4</sup> Tendring Employment Land Review, Regeneris Consulting Ltd, October 2013

show future changes in the number of jobs in different sectors based on a range of evidence, including:

- Past trends at the national, regional and local levels, in terms of gross value added (GVA) and employment change;
- the share of jobs in different sectors in an area compared with national and regional averages as a measure of concentrations of employment. This serves as a proxy for sector strengths in terms of current and past performance;
- forecast growth rates nationally and regionally taking account of government projections and other sources to understand how the UK economy is expected to perform in the future; and
- data on an area's current population and labour force, as well as projected changes. Forecasting models generally factor in projected change in an area's workforce (resident and in-commuting) which represents a constraint on the level of jobs growth it might sustain in the future.

- 7.4 This last point in relation to population and labour force is a particularly important issue for Tendring. It has recently been demonstrated at the Examination in Public (EiP) for the Strategic Section 1 Plan that Tendring has a significant Unattributable Population Change (UPC) accounted for by inaccuracies in migration flow data which continue to affect the official household projections for the District. This suggests that employment forecasts for Tendring, which factor in ONS produced sub-national-population-projections (SNPPs) will be distorted by errors in internal migration data which lead to an over-estimate of the population for the District.
- 7.5 In order to address this issue, Hatch Regeneris has commissioned Experian UK to produce an employment forecast for Tendring based on population projections that have been used to inform the District's OAN and that have been approved at EiP. These projections were produced by PBA and address the distortions created by errors in international migration data.
- 7.6 By way of comparison, we have also considered the **East of England Forecasting Model (EEFM)**. Developed by local authorities in the East of England and Cambridge Econometrics, this model is a widely-used source of data on both employment forecasts and their housing implications. The latest version of the EEFM is 2017. This version does not address the population issues related to Tendring and is used for comparison purposes only.

## Estimating Employment Land Need

- 7.7 The table below (**Table 7.1**) indicates that overall employment in Tendring District is expected to increase by between 3,240 and 5,540 jobs between 2013 and 2028. As discussed above, the two sets of forecasts have differing views on the drivers of this overall growth. The Experian forecasts anticipate that employment growth will in part be driven by B use class employment with expected growth of around 670 FTEs together with growth in the education, health and care and accommodation and food services sectors. The EEFM anticipates growth will be driven by these same sectors but that for B-class employment sectors there will be a small decline (-50) over the same period. The main differences between the two sets of forecasts in terms of B use classes is that Experian anticipate a stronger growth in business and professional services than the EEFM model, as well as growth in distribution services compared to a decline anticipated by the EEFM.

**Table 7.1 Total jobs and FTEs requiring B-class floorspace in Tendring District, 2017-33**

|  | 2017   | 2033   | Change 2017-33     | B-class FTEs |
|--|--------|--------|--------------------|--------------|
| Experian June 2018                     | 49,160 | 54,700 | +5,540<br>(+11.3%) | +674         |
| East of England Forecasting Model 2017 | 50,095 | 53,336 | +3,240<br>(+6.5%)  | -52          |

Source: Calculations by Hatch Regeneris, 2018.

- 7.8 Using typical floorspace per FTE employee estimates provided by the Homes and Communities Agency<sup>5</sup> (now Homes England), it is possible to estimate the level of floorspace required to forecast (B-class FTE) employment change in the district between 2017 and 2033.
- 7.9 Allowances are also made for safety margin and market vacancy as follows:
- An allowance of 10% is added to all floorspace requirements to reflect normal levels of market vacancy in employment floorspace. This is only added where demand for floorspace is growing.
  - A safety margin of 10% is added to allow for flexibility and to provide a choice of sites for potential occupiers. This is only added where demand for floorspace is growing.
  - Where the demand for a certain type of floorspace falls in a district, this is not netted off from the total employment space requirement. This assumes that manufacturing floorspace which is freed up due to a fall in demand cannot be substituted to meet an increase in demand for office floorspace.
- 7.10 Table 7.2 below shows that both sets of forecasts agree that demand for floorspace will be driven by office-based sectors (B1a and B1b uses). There is however a significant variation between the two sets of forecasts in the scale of this anticipated demand ranging from 4,990 sq. metres to 17,210 sq. m. Both sets of forecasts agree there will be a decline in the demand for manufacturing floorspace ranging from -7,950 sq. metres to -10,760 sq. metres.
- 7.11 In contrast, there is no agreement between the two sets of forecasts in terms of demand for Distribution (B8) floorspace with anticipated demand ranging from -3,760 sq. metres to +21,420 sq. metres. In short, the Experian forecasts anticipate growth in the wholesale and land transport sectors whilst the EEFM expects a small decline in the wholesale sector.

**Table 7.2 Floorspace requirement based on economic forecasts, 2017-33 (sq. metres)**

|          |                          | FTEs  |     | Floorspace (sq. metres) |       |
|----------|--------------------------|-------|-----|-------------------------|-------|
|          |                          | total | pa. | total                   | pa.   |
| Experian | Office (B1a & B1b)       | 755   | 47  | 17,210                  | 1,075 |
|          | Manufacturing (B1c & B2) | -310  | -19 | -10,760                 | -670  |
|          | Distribution (B8)        | 230   | 14  | 21,420                  | 1,340 |
| EEFM17   | Office (B1a & B1b)       | 210   | 15  | 4,990                   | 310   |
|          | Manufacturing (B1c & B2) | -215  | -15 | -7,950                  | -500  |
|          | Distribution (B8)        | -50   | -5  | -3,760                  | -235  |

Source: Calculations by Hatch Regeneris, 2018.

Please note: FTE job numbers and floorspace are rounded to the nearest multiple of 5

<sup>5</sup> Homes and Communities Agency (now Homes England), 'Employment Density Guide', 2015.

7.12 The next step in identifying employment land need for 2017-33 is to translate the demand for floorspace into overall land requirements. This is determined by the nature of employment land development in the district in addition to the type of floorspace delivered. This is based on typical plot ratios (ie. ratios looking at the relationship between gross floorspace and total site area) for each B-class, land-use type. The following plot ratios were used to convert floorspace into employment land requirements:

- Office (B1a and B1b) - 0.5 ha (2 storeys)
- Manufacturing (B1c and B2) - 0.4 ha (single storey)
- Storage (B8) - 0.5 ha (single storey)

7.13 The land requirements for both forecasts in terms of office (B1a and B1b), manufacturing (B1c and B2) and distribution (B8) uses are shown in the table below. Focussing solely on the Experian based forecasts which have been adjusted to take account of errors in population forecasts, this suggests that around 1.72 ha of B1a/B1b land will be required as well as 4.28 ha of B8 land. In contrast, it is expected that around 2.7 ha of B1c/B2 land may become surplus over the same time period.

Table 7.3 Employment land requirements in Tendring 2017-33, hectares

|          | Office<br>(B1a & B1b) |      | Manufacturing<br>(B1c & B2) |       | Distribution<br>(B8) |       |
|----------|-----------------------|------|-----------------------------|-------|----------------------|-------|
|          | 2017-<br>33           | pa.  | 2017-<br>33                 | pa.   | 2017-<br>33          | pa.   |
| Experian | 1.72                  | 0.11 | -2.69                       | -0.17 | 4.28                 | 0.27  |
| EEFM2017 | 0.5                   | 0.03 | -1.99                       | -0.12 | -0.75                | -0.05 |

Source: Calculations by Hatch Regeneris, 2018

## Labour Supply Scenario

7.14 The labour supply scenario takes projected population changes in the district (based on housing delivery each year over the Plan period) to derive the implied size of the workforce as well as the number of jobs that this could support. The approach used to calculate employment land need based on changes to the labour force, is similar to that used in the assessment of the district's Objectively Assessed Housing Need (OAN) and makes use of the POPGROUP model<sup>6</sup>. Once the size of the labour force is determined, current and future sectoral make-up of the district's economy are applied to the labour force, and the demand for employment land need is calculated.

7.15 To ensure consistency with the assessment of future housing need in the district, this scenario has drawn on the Council's OAN to deliver 11,000 dwellings between 2013 and 2033 or 550 dwellings per annum (dpa). Data on housing completions in the district reveal that 1,939 dwellings have been completed in the period 2013/14-2017/18 leaving a further 9,061 to be completed or 566 dpa to 2033.

7.16 Table 7.4 below shows the expected change in labour supply based on the Council's OAN.

7.17 Based on the Council's emerging plans, it is expected that the district's working age population will increase by just over 4,000 people (or +5.2%) between 2017 and 2033. The number of economically active residents is expected to increase by 4,270 people (or by +6.8%). This is the result of changes in the national retirement age, and reflects an increasing trend where people stay in employment for longer. As a result, the

number of residents in employment is expected to increase by an additional 4,040 people (+6.8%) between 2017 and 2033, or +250 people each year.

**Table 7.4 Growth in workforce as part of labour supply scenario, 2017-2033**

|                         |                           | Council's emerging plans for 11,000 homes |        |
|-------------------------|---------------------------|---|--------|
|                         |                           | no.                                       | %      |
| Total population – 2033 |                           | 163,450                                   |        |
| Change<br>2017-2033     | Population                | 18,740                                    | +13%   |
|                         | Working age population    | 4,080                                     | +5.2%  |
|                         | Economic active residents | 4,270                                     | +6.8%  |
|                         | Residents in employment   | 4,040                                     | +6.8%  |
|                         | Annual growth             | 250                                       | +0.41% |

Source: Based on Tendring District Council's OAN; Calculations by Hatch Regeneris, numbers have been rounded to the nearest 10

- 7.18 Employment growth (+4040 additional jobs between 2017-33) is then allocated to different sectors based on the Experian forecasts. The steps used to convert the jobs resulting from the Council's emerging plans into floorspace and employment land need are outlined in Appendix G and are similar to the method used to calculate employment land need based on the economic forecasts.
- 7.19 The table below shows that under the labour-supply scenario, around 7,290 sq. metres of office (B1a and B1b) floorspace will be required by 2033 together with 5,440 sq. metres of distribution (B8) floorspace. The table also shows that over the 2017-33 period there will be 12,930 sq. metres of surplus floorspace for manufacturing (B1c and B2) uses.

**Table 7.5 Floorspace requirement based on labour force forecasts, 2017-2033 (sq. metres)**

|                          | FTEs  |     | Floorspace (sq. metres) |      |
|--------------------------|-------|-----|-------------------------|------|
|                          | total | pa. | total                   | pa.  |
| Office (B1a & B1b)       | 330   | 21  | 7,290                   | 456  |
| Manufacturing (B1c & B2) | -350  | -22 | -12,930                 | -808 |
| Distribution (B8)        | 70    | 4   | 5,440                   | 340  |

Source: Calculations by Hatch Regeneris, 2018.

Please note: Total FTE job numbers are rounded to the nearest multiple of 10, whilst annual FTE job numbers are rounded to the nearest multiple of 5.

- 7.20 The table below shows demand for employment land in the district once expected changes in employment floorspace are converted into employment land need using plot ratios. Table 7.6 highlights the need for 0.73 hectares of employment land for office developments and 1.09 hectares for distribution (B8), whilst demand for manufacturing (B1c and B2) is expected to decline by -3.23 hectares.

**Table 7.6 Employment land requirements in Tendring 2017-33 hectares**

|               | Office (B1a & B1b) |      | Manufacturing (B1c & B2) |       | Distribution (B8) |      |
|---------------|--------------------|------|--------------------------|-------|-------------------|------|
|               | 2017-33            | pa.  | 2017-33                  | pa.   | 2017-33           | pa.  |
| Labour Supply | 0.73               | 0.05 | -3.23                    | -0.20 | 1.09              | 0.07 |

Source: Calculations by Hatch Regeneris, 2018

## Past Completions Scenario

- 7.21 Past trends in the completion rates of employment floorspace offer an alternative view of how the demand for employment space might change in the future. Over a long enough period, these scenarios can be a useful means to identify future trends in demand as they reflect actual development patterns on the ground.
- 7.22 For Tendring, recent changes in the way in which data is collected on employment land means that data on annual completions over the last five years has not been collected specifically for monitoring purposes/building control completion records. The Council have compiled data on completions, where possible (specifically for the purposes of this report), however it is not consistent. This is particularly the case in regard to the level of detail with which the data was previously collected for building control completion records. To this end, we have set out in Table 7.7 below an analysis of the following sets of data:
- New data for the five-year period 2013/14-2017/18 which has been compiled by Tendring DC for the purposes of this report;
  - Previous data for the five-year period 2008/09-2012/13 which was collected and monitored for the district's annual monitoring reports; and
  - A combination of the two data sets covering the ten-year period 2008/09-2017/18.
- 7.23 Table 7.7 below demonstrates the variation in the annual average of net completions depending on whether new data or previously collected data is used. When new data is used for the period 2013/14 to 2017/18 the annual average net completions equate to 260 sq m per annum, compared to 2,688 sq m per annum for the preceding five years based on data that was collected specifically for monitoring purposes.

Table 7.7 Average annual (net) completions in Tendring

|                                   |                | Office (B1a & B1b) | Manufacturing (B1c & B2) | Distribution (B8) | Total  |
|-----------------------------------|----------------|--------------------|--------------------------|-------------------|--------|
| New data:<br>2013/14-2017/18      | Total          | 72                 | 806                      | 420               | 1298   |
|                                   | Annual Average | 14                 | 161                      | 84                | 260    |
| Previous data:<br>2008/09-2012/13 | Total          | 1,071              | 3,252                    | 9,105             | 13,428 |
|                                   | Annual Average | 214                | 650                      | 1,821             | 2,686  |
| Combination:<br>2008/09-2017/18   | Total          | 1,143              | 4,058                    | 9,525             | 14,726 |
|                                   | Annual Average | 114                | 406                      | 953               | 1,473  |

Source: Based on monitoring data about net completions for 2008/09-17/18 made available by Tendring District Council.

- 7.24 The difference in outcomes leads Hatch Regeneris to conclude that the newly compiled data is not sufficiently robust to inform assumptions about likely future demand for employment land. A direct comparison of the newly compiled data and the previously collected data for the period 2008/09-2012/13 confirms this position.
- 7.25 Hatch Regeneris have therefore elected to use data that was previously collected for monitoring purposes for the period 2008/09-2012/13 to project that average (net) completions forward over the remaining plan period (2017-33). Using data which covers this period is reflective of a time when Tendring's economy will have been experiencing a down-turn followed by a period of recovery in line with the national economy and will therefore avoid over-estimating the likely future requirements for employment land.
- 7.26 On this basis, it is estimated that between 2017 and 2033 the district could see the delivery of a minimum of c. 3,400 sq. metres of office (B1a and B1b) floorspace; 10,400

sq. metres of manufacturing (B1c and B2) floorspace; and 29,100 sq. metres of distribution (B8) floorspace.

**Table 7.8 Floorspace requirement based on 5-year delivery**

|                |                          | Floorspace |       |
|----------------|--------------------------|------------|-------|
|                |                          | total      | pa.   |
| 5-year average | Office (B1a & B1b)       | 3,400      | 200   |
|                | Manufacturing (B1c & B2) | 10,400     | 650   |
|                | Distribution (B8)        | 29,100     | 1,800 |

Source: Calculations by Hatch Regeneris, 2018.

- 7.27 Using the same assumptions on plot ratios as those used when assessing economic forecasts, the floorspace requirements identified in the table above can be converted into employment land requirements in the district for the period 2017-33. Table 7.9 below shows that based on the 5-year average completions rate, the demand for land between 2017-33 is expected to be 0.3 hectares for office (B1a and B1b) uses, 2.6 hectares for (B1c and B2) manufacturing uses, and 5.8 hectares for distribution (B8) uses.

**Table 7.9 Employment land requirements in Tendring 2017-33, hectares**

|                | Office (B1a & B1b) |      | Manufacturing (B1c & B2) |     | Distribution (B8) |     |
|----------------|--------------------|------|--------------------------|-----|-------------------|-----|
|                | 2017-33            | pa.  | 2017-33                  | pa. | 2017-33           | pa. |
| 5-year average | 0.3                | 0.02 | 2.6                      | 0.2 | 5.8               | 0.4 |

Source: Calculations by Hatch Regeneris, 2018

## Comparison of Scenarios

- 7.28 Table 7.10 below provides a summary of the outputs of each scenario of future employment land requirements and indicates the following:

- For B1a/B1b uses, all forecast scenarios concur there will be additional demand for land for these uses ranging from 0.3 ha (past completions scenario) to 1.72 ha (Experian forecasts).
- For B1c/B2 uses, the past completions scenario results in anticipated growth in requirements for land of around 2.6 ha (0.2 ha per annum). By contrast, the other forecast scenarios expect there to be a decline in demand for land for these uses ranging from -1.99 ha to -3.23 ha. The Experian forecast scenario and the labour demand scenario are closely aligned on the expected surplus of land with -2.69 ha and -3.23 ha respectively.
- For B8 uses, with the exception of the EEFM scenario, all other scenarios anticipate there being additional demand for land to meet the requirements of these uses ranging from 1.09 ha (labour supply) to 5.08 ha (past completions). Our view is that the past completions data is a less reliable scenario on which to plan based on the fact that there have been issues over the quality of the data. Our view is that the Experian forecasts (which have been adjusted to reflect the specific nuances of Tendring) together with the Labour Force Scenario should be used.

- 7.29 On this basis, our preferred scenario is as follows:

- B1a/b: Tendring should plan on the basis that there will be a requirement for between 0.73 and 1.72 ha of B1a/B1b land;

- B2: Tendring should assume that there is likely to be a reduction in the net requirement for space somewhere between -2.69 and -3.23 hectares. In many cases demand will be met through re-use of existing sites, but this should be monitored, and specific allocations may be required to meet identified need.
- B8: Tendring should plan on the basis that there will be a requirement for between 1.09 and 4.28 ha of B8 land.

7.30 In adding together these use classes, this would suggest a requirement for between - 0.87 ha and 2.77 ha of land in Tendring.

**Table 7.10 Summary of Employment land requirements in Tendring 2017-33**

|                     |             | FTEs  |      | Floorspace (sq m) |       | Land (ha) |       |
|---------------------|-------------|-------|------|-------------------|-------|-----------|-------|
|                     |             | Total | p.a. | Total             | p.a.  | Total     | p.a.  |
| Experian<br>2017    | B1a/<br>B1b | 754   | 47   | 17,211            | 1,076 | 1.72      | 0.11  |
|                     | B1c/<br>B2  | -309  | -19  | -10,759           | -672  | -2.69     | -0.17 |
|                     | B8          | 230   | 14   | 21,420            | 1,339 | 4.28      | 0.27  |
| EEFM 2017           | B1a/<br>B1b | 211   | 13   | 4,992             | 312   | 0.50      | 0.03  |
|                     | B1c/<br>B2  | -214  | -13  | -7,951            | -497  | -1.99     | -0.12 |
|                     | B8          | -49   | -3   | -3,762            | -235  | -0.75     | -0.05 |
| Labour supply       | B1a/<br>B1b | 329   | 21   | 7,292             | 456   | 0.73      | 0.05  |
|                     | B1c/<br>B2  | -351  | -22  | -12,931           | -808  | -3.23     | -0.20 |
|                     | B8          | 71    | 4    | 5,439             | 340   | 1.09      | 0.07  |
| Past<br>Completions | B1a/<br>B1b | -     | -    | 3,400             | 200   | 0.3       | 0.02  |
|                     | B1c/<br>B2  | -     | -    | 10,400            | 650   | 2.6       | 0.2   |
|                     | B8          | -     | -    | 29,100            | 1,800 | 5.8       | 0.4   |

Source: Calculations by Hatch Regeneris, 2018



## 8. Supply Assessment

### Summary

- Tendring's Emerging Local Plan identified eight employment allocation sites in Tendring. These have been reviewed to update their status and continued availability to the market. It is concluded there is **16.63 ha of allocated employment land available** to the open market and deliverable within the planning timeframe.
- In addition to the allocated employment sites, there is **27.6 ha of employment land** supply in Tendring with **outstanding planning approvals** (outline or detailed).
- **Other sites**, that are not allocated or have a current approval, but that may be suitable for employment land development, **amount to 53.1 ha**. Significant further investigation is required of these sites to determine their deliverability, however, they may provide longer-term potential for employment land provision.
- All sites comprising the supply of employment land have been assessed for quality using an objective scoring system out of 100 across ten individual measures. The nature of Tendring mean that all sites are removed from the motorway network, and some from a rail station. Therefore, none of the sites are able to score full marks for strategic highway proximity and a limited number are serviced by public transport availability.
- Those sites to achieve relatively high scores including Stanton Europark (score 81), Lanswood Park (score 73) and Land at Brook Park West (score 73). These relatively high scores are largely accounted for by their strategic position and prominence to one of Tendring's major A-roads (A133/A120).
- The existing portfolio of sites has also been assessed in terms of quality using a similar scoring system. Several have been assessed as 'poor quality'. However, it is important to note that a number of these are still playing an important role in meeting the needs of occupiers undertaking lower order activities and should continue to be protected in line with the recommendations set out within this Chapter.
- A small number of sites have been identified as not being suitable for continued employment use beyond the requirements of their current occupiers due to their poor quality and location. These include Harmers Foundry, Walton-on-the-Naze; SATO Site, Harwich; and Durite Works, Harwich. The latter two sites have plans attached to demolish existing premises on site for housing.

### Introduction

- 8.1 This chapter looks at the existing portfolio of potential employment land in the study area, not only how much there is, but also its quality, type, suitability and availability. Part of this analysis is ensuring that there is adequate choice of employment land for prospective developers and occupiers. A solid understanding of the current supply is required prior to projecting future land demand for Tendring.

### Land Supply

#### Local Plan Sites

- 8.2 Tendring District Council's 2017 Local Plan has been used as a basis for the review of employment land supply. The Local Plan identifies employment allocations, including

regeneration areas and other employment land allocations, as well as existing employment land.

- 8.3 Tendring District Council's 2017 Local Plan (the Emerging Local Plan) identifies eight sites in Tendring with a total of 21.13 ha. These sites have been reviewed to update their status and continued availability to the market. All but one of these sites – the Tendring Garden Borders Community – are sub-5.0 ha. Table 8.1 below details employment allocation listed in the above Local Plan.

Table 8.1 Employment Allocation Sites in Emerging Local Plans

| Site Name                                    | Area (Ha)                  | Planning Status   | Comment  | Development Potential  |
|--|----------------------------|---|--|--|
| Land West of Carless Refinery, Parkeston     | 4.5                        | Employment allocation in Emerging Local Plan. SAE1 identifies site as extension to existing refinery. No current planning application.  | Mostly flat site, alongside railway corridor. Partially treed, though mostly cleared. Removed from sensitive uses.   | Appropriate for its intended use as an extension to the existing refinery. Not likely to be developed for typical B-class employment buildings.  |
| Stanton Europark, Parkeston                  | 3.3<br>(2-4 in Local Plan) | Employment allocation in Emerging Local Plan, for 2-4ha of B2/B8 along with retail and leisure. Lapsed planning consent for mixed B-class uses. Revised planning application anticipated, but postponed due to Local Plan going to EIP. | Full site includes existing retail park uses, a Morrison's store adjacent. Vacant areas are flat and with good access. Close to port uses. Southern portion of site (0.85ha) earmarked for employment element of development, with retail earmarked for the rest. Several retail occupiers in talks. Agent reports that ideally the whole site would go to retail uses, given that there is limited demand for B-class uses in Harwich. Sites are however separate and could easily accommodate employment uses. Employment space will comprise small, sub-divided and flexible SME space. | Vacant areas appropriate for a mix of B-class uses, predominantly industrial and warehousing. Likely to be pressures for further retailing, rather than B-class uses. Recommended to protect site for B-class uses.              |
| Tendring Colchester Borders Garden Community | 6                          | Employment allocation in Emerging Local Plan. Broad location for Garden Community in Emerging Local Plan.   | Broad area identified in Emerging Local Plan for 1,250 dwellings and employment uses. Requires significant further investigations to determine landholdings and develop masterplans. Issues of land ownership, site preparation – services and infrastructure, and specific allocation of employment land must be addressed in the form of a Masterplan for the site.  | Appropriate to incorporate an employment element. Employment land should have high visibility and access to A120 and/or A133. Would need to ensure that residential developments do not preclude development of employment uses. |
| Mercedes Site, Harwich                       | 3                          | Employment allocation in Emerging Local Plan, which states that site has potential for intensification of current   | Flat site, partially occupied by Grange Fencing. Appropriate for storage and warehousing to support the port uses.   | Develop in line with Emerging Local Plan. Opportunities for a short to   |

|                                  |      |   |  |   |
|----------------------------------|------|---|--|---|
|                                  |      | uses, including potential for open storage and warehouse (5,000 sqm)  | Strong access links from roundabout off A120<br>Existing business on site which would be expected to remain<br>Possible flood and contamination risk for site<br>Some infrastructure work required, however good accessible site.  | medium term development. Access points are secured.   |
| South of Thorpe Road, Weeley     | 1    | Employment allocation in Emerging Local Plan, part of a mixed-use scheme including 280 dwellings, 1 ha of employment land, open space, primary school. Outline application currently under consideration, including up to 3,000 sqm of B1 offices                                   | Rose Builders looking to bring employment site forward in period 2020-25 and report no physical constraints limited development. They would look to develop small office suites.   | Appropriate for intended B1 office suites of a small scale, although likely to be only a limited market in this location.   |
| Land South of Long Road, Mistley | 2    | Employment allocation in Emerging Local Plan. Outline permission for 2 ha of employment land and 300 dwellings. Current application to increase dwellings to 485 (and to retain employment land). This site is the subject of a planning appeal scheduled to be determined in 2019. | Flat land. Some poor access via country roads, including to south-east corner of site, where the intended employment uses would be located. This would require upgrade to Clacton Rd/Dead Ln intersection and access points. Landholder reports no significant constraints and that they would not build employment uses speculatively. Currently informally marketing the site for employment but no firm interest. | Employment uses would be remote from similar uses elsewhere in Manningtree/Mistley. Based on market appraisal, development potential would likely be for very small units – offices and workshops. 2 ha of employment land is likely to be a long-term prospect. Potentially a question over viability with road access and servicing required. |
| EDME Maltings, Mistley           | 0.13 | Employment allocation in Emerging Local Plan, which identifies at least 0.13 ha to be retained for employment in the redevelopment of this site. Local Plan states that this retained area should match current employment levels of full site.                                     | Emerging Local Plan anticipates the redevelopment of this site, with the relocation of EDME. Redevelopment requires masterplanning which should identify and support the employment element for the site.  | Development potential is likely to be for small scale office units on site, as part of the mixed use redevelopment. Note that retaining employment levels on a significantly smaller site requires a higher employment density, inferring B1 office uses.   |
| Lanswood Park, Elmstead          | 1.2  | Employment allocation in Emerging Local Plan.   | Requires infrastructure investment to open up further stages of Lanswood   | Roll-out of further employment stock, similar to existing uses at Lanswood Park. Potential for low impact, light  |

|                                       |              |  |  |  |
|---------------------------------------|--------------|--|--|--|
|                                       |              |  | Park, notably increasing electricity capacity. | industry workshops or hybrid office/industrial spaces to broaden uses. |
| <b>Emerging Local Plan Total Area</b> | <b>21.13</b> |  |  |  |

Source: Emerging Local Plan, planning applications, conversations with landholders, BE Group assessment

- 8.4 The employment allocations as outlined in the Emerging Local Plan total some 21.13 ha. From a review of these sites, there is a reasonable prospect of all of these sites being developable within the planning timeframe.
- 8.5 The Land West of Carless Refinery site (4.5 ha) would be reserved as an extension of the refinery's operations and is therefore not considered to be available for the open market for B-class uses. Therefore, in understanding supply and demand issues, it is considered that this site should be excluded from the list of allocated sites available for B-class uses in Tendring.
- 8.6 **The net total land area of employment allocations is therefore 16.63 ha.**
- 8.7 It should be noted that whilst the Land South of Long Road, Mistley is included in this above total, there is a risk that the viability and location of the employment allocation will mean it will not come forward in the manner outlined in the current Masterplan. However, whilst there is outline permission in place, it has been included at this time.

### **Other Potential Sites**

- 8.8 In addition to the employment allocations, the study team has been asked to consider a suite of other sites, which have some level of potential for employment. These sites have been reviewed in the table below and have been identified using the following criteria:
- Identified by Council as a potential further employment site, or;
  - Have a current planning application, or;
  - Has developer interest to bring forward for employment uses.
- 8.9 Maps for each site are included in Appendix F.

| Table 8.2 Other Potential Employment Sites                       |                |   |   |  |
|--|----------------|---|---|--|
| Site Name  | Area (Ha)      | Planning Status   | Comment   | Development Potential  |
| Extension to Gorse Lane Industrial Estate, Telford Road, Clacton | 6.8ha          | Outline planning permission for extension of the existing industrial estate for 7,500 sqm of B2 floorspace. Detailed application approved for phases 1 and 1A of 6,500 sqm of B2.           | Extension of Gorse Lane Industrial Estate accessed through the internal roads of the estate. Road widths and parking on existing estate may limit access, though should be resolvable. Logical site to extend estate.<br>Site recently sold to local firm with the proposal to develop the site, partly for their own use and partly for other uses.  | Developable in short term for B2 uses, similar to existing estate. Provides an obvious extension to current industrial estate.   |
| Land at Brook Park West, Clacton                                 | 1.3ha (approx) | Hybrid planning consent for mixed use scheme including detailed approval for retail, hotel, public house, restaurant, retail warehouse. Outline approval for residential and B1 employment. | Masterplan includes employment uses in the north of the site, proximate to the retailing. Council would need to ensure that B1 uses are brought forward as proposed, rather than lost to other uses.<br>Developer reports that infrastructure costs are substantial and requires retail and housing to be brought forward first to finance subsequent development.<br>Developer will however provide infrastructure into the employment area to enable development. | Good location for small B1 uses with workers benefitting from proximity to retail services. Likely to be a medium-term prospect. Speculative build is unlikely but will react to demand. |
| Land north of Brook Park West development                        | 12ha           | No planning consents or applications.<br>Masterplan would be required in order to address the issues of multiple land ownerships and subsequent equalisation of values.                     | Landholder (Britton Properties) is the developer of neighbouring Brook Park.<br>Site can be developed separately and has frontage to A133<br>Site is at an entry point to Clacton-on-Sea.   | Medium to longer term opportunity for a mix of B-class employment uses.<br>High profile site should be protected at this stage for employment. May be a mix of uses in full 12 ha site.  |

|  |                |   |  |   |
|--|----------------|---|--|---|
|  |                |   |  | Road infrastructure also required as part of larger, mixed-use development.   |
| Land at Harwich Valley, East of Pond Hall Farm, Dovercourt   | 6.3ha (approx) | Outline/hybrid planning consent for mixed-use development, including B1, B2, B8 uses. Consent expires in 2019.  | High profile, greenfield site with long frontage on A120. Residential uses to the south. Landholder reports that Sainsbury's has withdrawn interest in a retail-heavy scheme. Likely to redraft plans with focus on residential/B-class uses (current interest in the latter), however landholder is looking to refinance given that original consent was granted for a retail-led scheme. | Good site for a mix of B-class employment uses, as part of wider mixed-used development. Viability would be a key issue, with road infrastructure required to open up sites. Medium to longer term opportunity. Potential for power and flood concerns. |
| Land at Dale Hall, Cox's Hill, Lawford                       | 0.2 ha         | Outline permission for 150 houses and 700 sqm of B1 uses. Housing scheme nearing completion.  | Existing buildings to be converted for B1 offices. These buildings are internally within the wider residential scheme and would have very limited profile. Developer has reported that they are marketing the office units off the plan but have had little interest thus far.   | Could be a short-term development for offices, but it is unlikely that there is sufficient market for such a use in this location. Likely to be pressure to develop for housing. Not a significant loss to the market if not developed for offices.     |
| Extension to Plough Road Business Centre, Great Bentley      | 1ha            | Land allocated for extension to industrial estate in Adopted Local Plan, but this is not being carried forward in the emerging plan. Outline planning permission 14/01750/OUT granted on appeal for a mixed development including 150 dwellings and 1ha of B1 employment. | B1 development will be extension to existing industrial estate, however both access routes via the eastern edge of existing site are relatively tight and current layout (estate roads, etc) may need to be addressed to accommodate growth. Logical site to extend estate.  | Approved phasing plan for mixed-use development shows employment as final phase of development. Site should be included in the emerging Employment Land policy (PP7) and protected for employment use.  |
| Crown Business Centre, Old Ipswich Road, Ardleigh/Colchester | 2.31ha         | Outline permission for residential development on 0.2 ha of land (following demolition of existing B1a offices and driving range shelter).  | Currently in use as golf driving range behind Crown Business Centre. Open, flat site with several trees on site, including a large oak   | Very good site near junction of A12 and A120, though potentially on wrong side of intersection. Potential for a mix of B-class employment   |



|  |       |   |   |   |
|--|-------|---|---|---|
|  |       | Current application (17/02204/FUL) for the construction of 91 small B1 & B8 use commercial units and the construction of 5 commercial office blocks with B1 use – has recently been granted permission. This will replace outline permission for residential. | tree (which has already been flagged in current application, which is being amended to reflect this) Access to Crown Business Centre is poor (single track) and will need to be addressed to allow any future development.  | uses. Would serve Colchester market and thus be in response to demand generated by Colchester growth.<br>Viability a key issue - road infrastructure improvements required, including new access to site from Old Ipswich Road, This scheme is already being marketed by a local property agent as Hudson Park.<br>Current planning application is heavily reliant on small B1 units (25-30 sqm) and broader mix may be appropriate in this location. |
| Cliphedge Farm, Harwich Road, Little Bentley | 1.3ha | Planning Application 17/02014/FUL for two office buildings. Refused.  | Site would be developed as purpose built office headquarters for BrandArt UK (relocating from Colchester).<br>Land currently in agricultural use<br>Good access from A120   | Good site for rural employment development - good access to A120, though removed from local population.<br>Development needs to be appropriate to its rural environment.<br>Site development will be a single owner occupier, so is not included in allocations total.  |
| Land south west of Horsley Cross             | 11.2a | Site has detailed approval for a new industrial park with up to 28,280 sqm of B2 and B8 floorspace for B2 and B8 uses.  | Strategic, but isolated location.<br>The site is presently open agricultural land, with part being used for weekly car boot sales during March to October.<br>Good access – directly off the A120<br>Consent granted for bus depot and other B2/B8 uses, however issue over viability of such uses.<br>Agent contact instructs that land is being sold for development but is no longer involved. | Good site for employment development<br>Good access and prominence to A120<br>Development needs to reflect rural surroundings and be appropriate to the environment. Appropriate to bring forward in line with approval.  |

|  |               |  |   |  |
|--|---------------|--|---|--|
| Hartley Gardens Strategic Development Allocation               | At least 7 ha | Major mixed-use development proposal in the emerging Local Plan, though not yet adopted. No planning permissions in place for this site.   | Proposals for Policy SAMU2 include:<br>800-1,000 new homes of mixed sizes and types to include affordable housing as per the Council's requirements up to 2033;<br>At least 7 hectares of land for employment;<br>2.1 hectares of land for a new primary school with co-located 56 place early years and childcare facility (D1 use) as required by the Local Education Authority through Section 106 Planning Obligations;<br>1 hectare of public open space.                                      | Good site for employment land providing employment development has high visibility and access to A133.<br>It is appropriate for employment land to be incorporated alongside new residential development.<br>Potential for high quality, leading business park for Tendring in the medium to long term, comprising offices and clean industrial uses.<br>Masterplan potentially needed to address viability/delivery issues – multiple ownerships, site assembly, and planning/development policies. |
| Oakwood Park and Oakwood Park Strategic Development Allocation | 1 ha          | Outline planning permission for residential development of up to 250 dwellings, 2,273sqm of B1c floorspace and open space, with access from Thorpe Road (residential) and from Fowler Road (employment). | Oakwood Park Strategic Development Allocation is a major mixed-use development proposal in the emerging Local Plan - yet to be formally adopted or granted planning permission. This will be extension of a committed development site at Oakwood Park. Site is directly adjacent to existing successful employment area – good occupation levels and few vacancies<br>Mainly in agricultural use<br>Proposals for SAMU3 (Oakwood Park Strategic Development Allocation) do not include employment. | Good site for employment development, adjacent to existing successful employment area<br>Appropriate for new employment land to be promoted here given new large-scale residential development coming forward on adjacent site.<br>Light industrial, in accordance with outline permission, would be appropriate.  |
| Tendring Colchester Borders Garden Community                   | Unknown       | In addition to the 6ha included in the Employment Allocation Sites in Emerging Local Plan, there is an aspiration to deliver a further 4-24ha in the future.   | Overall employment area to be reviewed in light of wider review of Garden Community.<br>The 6ha of allocated space supports demand in Tendring to benefit from Colchester travel to work area.  | Potential for further employment element to be incorporated alongside additional residential element.  |

|  |         |  |  |   |
|--|---------|--|--|---|
|  |         |  | The source of the site area is unclear and currently being scrutinised by the planning inspectorate. Therefore, it is best to review this location in general terms with no anticipated site size.<br><b>Further information to be provided by Tendring DC</b>   | Employment land should have high visibility and access to A120 and/or A133.<br>Broad B-class employment opportunities are anticipated.<br>Site requires full masterplanning to ascertain scale and types of uses.   |
| Land north of Colchester Rd, Weeley              | 2.8ha   | Employment land as part of a mixed-use scheme promoted by Taylor Wimpey. Subject of an unresolved objection to the Local Plan and a refused planning application 16/01847/OUT which the applicant has decided not to appeal.                                       | Good access off B1033, with strong link to adjacent site at Weeley Green.<br>Track leading off road. Services (including Premier Inn and McDonalds) adjacent to site.<br>Heavy tree line on perimeter, but otherwise flat.<br>Partially in use at weekends as car boot sale, with Landowner expressing a willingness to explore different development options outside of current Taylor Wimpey option.<br>High density tree coverage in parts. | Good location for employment development with direct access and prominence to A133 or B1033<br>Appropriate location for employment development here, given close proximity to Clacton.<br>Long term aspiration – one of two in close proximity in Weeley. Likely only one site needs to be developed for employment.    |
| Land south of Colchester Road, Weeley            | Unknown | Site promoted for mixed use development through the Local Plan but not currently forming part of the plan.<br>Landowner has not sought to continue the site's promotion and has instead been seeking planning permission for housing on a smaller part of the site | Easily accessible from via B1033 or A133 (no link at present). Site is agricultural land - slightly sloping, but no visible further constraints.<br>Services (including Premier Inn and McDonalds) cuts into NW corner and a caravan park is located to the south. Otherwise bounded by highways and railway to the south.<br>Slightly sloping.  | Good location for employment development with direct access and prominence to A133 or B1033<br>Appropriate location for employment development here, given close proximity to Clacton.<br>Long term aspiration – one of two in close proximity in Weeley.<br>Likely only one site needs to be developed for employment. |
| Tendring Central Garden Village concept, Frating | Unknown | Concept previously promoted for inclusion in the Local Plan but not supported by TDCI and not  | Flat site – in agricultural use at present<br>No visible constraints,  | Good location for employment – any employment development must ensure frontage and access to A133<br>Site also in close proximity to A120   |

|   |         |   |   |  |
|---|---------|---|---|--|
|   |         | being actively promoted at this time  | Site not being actively promoted for development, but appears to be a potentially good location for businesses - adjacent to existing employment area and good prominence and access off A133   | Development should be close to other business uses/ away from residential properties at north and north west of site.  |
| Lifehouse Spa, Thorpe le Soken                  | Unknown | Site had an application for a major mixed-use development including 1,000 sqm of business units, however, this was refused.<br><br>Subsequent application has also removed mixed-use element, with focus on housing. No plans for employment element. Going to inquiry in October 2018. | Good access via existing access road to Hotel and Spa. Masterplan details a further entrance to the potential development to the east of the current entrance.<br>Southern residential section of site is accessed via fast road (B1414) but could provide strong access to the entire site.<br>Land is slightly sloped towards a pond on the western side of the site, however this has been built into masterplan.<br>Slightly sloped, with pond on site. | It is doubtful that there is a sufficient market for business units in this location. There is not an obvious office or industrial market that would require collocation with a spa hotel in this location. The site lacks prominence from a B-class employment perspective. |
| A120 west of Little Bentley                     | 2.2ha   | Land being promoted for inclusion in the Local Plan for employment/road side services.  | Land currently in agricultural use. No obvious constraints, though would need considerable infrastructure investment to bring to the market.<br>Heavy tree line on site.  | Reasonable location for employment – any employment development must ensure frontage and access to A120, though with little population in vicinity would limit market for site to rural economy.   |
| Land south of Manheim Auctions and TBS, Frating | 23.0ha  | No planning status and not being actively promoted by landholder.   | Flat site – in agricultural use at present<br>No visible constraints,<br>Site not being actively promoted for development but appears to be a potentially good location for businesses. Adjacent to existing employment area and good prominence and access off A133  | Good location for employment – any employment development must ensure frontage and access to A133<br>Site also in close proximity to A120<br>Very large site, unlikely to be fully required for employment uses within the planning horizon.                                 |

|   |       |  |  |   |
|---|-------|--|--|---|
| Land east of Lanswood Park, Elmstead Market | 2.5ha | Lanswood Park is an existing allocation in Emerging Local Plan.<br>However, there are also proposals for the Eastern expansion of the existing business park | The site already has outline permission for three additional buildings.<br>In addition, the landowners are discussing with the council the eastwood expansion of the business park along with residential 'enabling development' on additional land further east.<br>Requires infrastructure investment to open up further stages. | The land being indicated for business park expansion is approximately 2.5ha and the promoter is suggesting it will accommodate 12,000 sqm of additional commercial space.<br>Potential for low impact, light industry workshops or hybrid office/industrial spaces to broaden uses. |
|---|-------|--|--|---|

Source: Planning applications, conversations with landholders, BE Group assessment, advice from Council planning officers

- 8.10 The additional sites represent some 78.4 ha of additional land with some potential for employment uses. This is an approximate figure as some of the sites have yet to have a firm quantity set aside for employment.
- 8.11 Of these, Table 8.3 details those sites which have approval (outline or detailed) for employment uses. These total 27.8 ha.

| Site Name                                 | Size (ha)   |
|---|-------------|
| Extension to Gorse Lane Industrial Estate | 6.8         |
| Land at Brook Park West                   | 1.3         |
| Land at Harwich Valley                    | 6.3         |
| Land at Dale Hall                         | 0.2         |
| Extension to Plough Road Business Centre  | 1.0         |
| Land South West of Horsley Cross          | 11.2        |
| Oakwood Park                              | 1.0         |
| <b>Total</b>                              | <b>27.8</b> |

Source: BE Group, 2018

- 8.12 It is however considered that Land at Dale Hall is not likely to have a realistic chance of coming forward and thus should be removed from the list of sites. **Therefore, current approvals (outline or detailed) provide an additional 27.6 ha of employment land supply available for Tendring.**
- 8.13 Furthermore, Table 8.4 details those sites which do not have an employment allocation in the Emerging Local Plan and do not have a planning approval (although it should be noted some are awaiting a decision) but would be appropriate sites for employment uses in Tendring, **if there is sufficient demand**. These sites have a total land area of 53.1 ha.

| Site Name  | Size (ha)   |
|--|-------------|
| Land North of Brook Park West Development        | 12.0        |
| Crown Business Centre                            | 2.3         |
| Cliphedge Farm                                   | 1.3         |
| Hartley Gardens Strategic Development Allocation | 7.0         |
| Land North of Colchester Road                    | 2.8         |
| A120 West of Little Bentley                      | 2.2         |
| Land South of Manheim Auctions and TSB           | 23.0        |
| Land East of Lanswood Park                       | 2.5         |
| <b>Total</b>                                     | <b>53.1</b> |

Source: BE Group, 2018

- 8.14 **Therefore, current potential sites (without planning) provide an additional 53.1 ha of employment land supply available for Tendring.** It should however be noted that this figures includes 2.8 ha at Land North of Colchester Road, which is no longer being pursued by the developer. The figure also includes 23 ha at Land South of Manheim Auctions and TSB, where it is unlikely to be appropriate or viable to develop the full site. Therefore, the total land area figure should be treated with caution, whilst only representing potential options for Tendring, should further sites be necessary.
- 8.15 For all of these sites without planning support (either through allocations in the Local Plan or current permissions), significant further investigations would be required to determine the viability and deliverability of these sites. However, at this stage they could be considered as a potential suite of sites that *could* provide a next wave of employment sites in the medium to long term.

8.16 There are also a number of other sites that we consider may be appropriate for employment development, but where the quantity of employment land has not yet been assessed. These are:

- Tendring Colchester Borders Garden Community
- Land South of Colchester Road
- Tendring Central Garden Village.

## Supply in Surrounding Areas

8.17 Neighbouring authority areas of Colchester Borough and Babergh District would also provide a potential source of supply for businesses looking for employment land in the broader area.

8.18 In Colchester Borough, key considerations for employment land that may impact on Tendring are those that connect with the A120 and A133 and thus have good links into Tendring District. Key sites in Colchester would therefore be the remaining sites at Colchester Business Park (2.2 ha) and sites at the Knowledge Gateway (7.0 ha), which are likely to attract different markets to those who are likely to consider Tendring sites. Colchester also offers a wider array of business and economic links. For the Knowledge Gateway specifically, the proximity to the University of Essex would also be a key consideration. These businesses would be prepared to pay the premium in comparison to Tendring locations for these location characteristics.

8.19 In terms of the Babergh District Council area, the employment area at Branham is of most relevance, being close to the border, in particular settlements of Manningtree and Mistley. The Branham industrial estate is an important estate in the locality with the Babergh Local Plan encouraging a renewal and redevelopment of older elements of the estate to enhance its employment function. This potentially has implications for the market for employment sites in Manningtree and Mistley as this corridor will only have a small, localised market.

## Summary

8.20 Table 8.5 summarises the above analysis for the three categories of land – those with allocations in the Emerging Local Plan, those with outline or full planning consent and other potential sites without planning approval. The table below lists the net totals, that is removing sites that have been considered to be unlikely to be deliverable for employment uses or that are not available to the wider market (i.e. already committed to a particular use).

| Table 8.5 Net Available Land                          |              |
|---|--------------|
| Land Type   | Size (ha)    |
| Allocated Land in Emerging Local Plan                 | 16.63        |
| Additional Sites, with Planning Approval              | 27.60        |
| <b>Total Sites with Planning Support</b>              | <b>44.23</b> |
| Potential additional Sites, without Planning Approval | 53.10        |
| <b>Total</b>  | <b>97.33</b> |

Source: BE Group, 2018

8.21 Therefore, Tendring District has some 44.23 ha of employment land that is available to the market and has some level of planning support. In addition, a further 53.10 ha of land could potentially be developed for employment uses, although would require further investigations and planning approvals.

## Site Quality

- 8.22 All sites have been graded using a standard scoring system that consists of objective measures (as far as possible). Each site is scored out of 100, made up of ten individual measures, each scored out of ten. These are:
- Proximity to the strategic highway network
  - Prominence
  - Access to public transport
  - Sequential testing
  - Planning status
  - Access to services
  - Constraints
  - Environmental setting
  - Flexibility
  - Availability
- 8.23 The scoring system is provided in Appendix A and the scoring matrix is in Appendix B.
- 8.24 Two scores are provided in Table 8.6, a total score and a market-led score, which reflects the locational strengths and weaknesses of each site. The market-led score is made up of just strategic highway proximity, prominence, sequential testing, environmental setting and flexibility. These are the characteristics that are very difficult to improve. The other five aspects (public transport, planning status, services, constraints and availability), which combine to make up the total score, are potentially easier to improve through specific interventions and hence provide the ability to raise the quality of a site.
- 8.25 The particularities of Tendring mean that all sites are removed from the motorway network, and some form a rail station. Therefore, none of the sites are able to score full marks for strategic highway proximity, and only a limited number are serviced by public transport availability.

| Name                                     | Size (ha) | Score (Max 100) | Market-led, Sub-Total (Max 50) | Likely Use Type     |
|--|-----------|-----------------|--------------------------------|---------------------|
| Stanton Europark, Parkeston              | 3.3       | 81              | 41                             | Office / Industrial |
| Lanswood Park, Elmstead                  | 1.2       | 73              | 36                             | Office / Industrial |
| South of Thorpe Road, Weeley             | 1.0       | 61              | 31                             | Office              |
| Mercedes Site, Harwich                   | 3.0       | 69              | 35                             | Office / Industrial |
| Land South of Long Road, Mistley         | 2.0       | 63              | 29                             | Office / Industrial |
| Land West of Carless Refinery, Parkeston | 4.5       | 63              | 27                             | Industrial          |
| EDME Maltings, Mistley                   | 0.13      | 61              | 26                             | Office              |



|  |     |    |    |                     |
|--|-----|----|----|---------------------|
| Tendring Colchester Borders Garden Community | 6.0 | 55 | 36 | Office / Industrial |
|--|-----|----|----|---------------------|

Source: BE Group, 2018

- 8.26 Stanton Europark scores the highest mark, both in terms of market-led sub-total and total score. This is in part due to its strategic location and prominence relative to the A120, but also due to a high score on a number of key features including public transport, environmental setting and availability.
- 8.27 Similarly, good environmental setting and availability also contribute to the high score achieved in both scenarios by Lanswood Park in Elmstead. A lack of immediate constraints also lends Lanswood Park (which otherwise struggles in terms of its highway links and public transport) a strong assessment score.

**Table 8.7 Additional Sites, with Planning Approval - Site Scoring**

| Name  | Size (ha) | Score (Max 100) | Market-led, Sub-Total (Max 50) | Likely Use Type |
|---|-----------|-----------------|--------------------------------|-----------------|
| Land at Brook Park West, Clacton                        | 1.3       | 73              | 39                             | B1              |
| Oakwood Park Strategic Development Allocation           | 1.0       | 70              | 34                             | B1              |
| Extension to Plough Road Business Centre, Great Bentley | 1.0       | 67              | 28                             | B1              |
| Extension to Gorse Land Industrial Estate, Clacton      | 6.8       | 64              | 30                             | B2              |
| Land at Dale Hall, Cox's Hill Lawford                   | 0.2       | 63              | 24                             | B1              |
| Land South West of Horsley Cross                        | 11.2      | 63              | 37                             | B2, B8          |
| Land at Harwich Valley, Pond Hall Farm, Dovercourt      | 6.3       | 57              | 32                             | B1, B2, B8      |

**Table 8.8 Additional Sites, without Planning Approval - Site Scoring**

|   |      |    |    |            |
|---|------|----|----|------------|
| Land North of Colchester Road, Weeley             | 2.8  | 60 | 38 | B1         |
| Land North of Brook Park West, Clacton            | 12.0 | 59 | 38 | B1, B2, B8 |
| Hartley Gardens Strategic Development Allocation  | 7.0  | 53 | 38 | B1, B2     |
| Land South of Manheim Auctions and TSB, Frating   | 23.0 | 50 | 34 | B1, B2, B8 |
| Crown Business Centre, Old Ipswich Road, Ardleigh | 2.31 | 48 | 28 | B1, B8     |
| Cliphedge Farm, Harwich Road, Little Bentley      | 1.3  | 43 | 28 | B1         |
| A120, West of Little Bentley                      | 2.2  | 40 | 31 | B1         |

Source: BE Group, 2018

- 8.28 As is illustrated above, some sites score reasonably highly, notably on account of their strategic position and prominence relative to one of Tendring's major A-roads. Sites such as the Land at Brook Park West in Clacton and the Land North of Colchester Road in Weeley score well in this regard.

- 8.29 The quality of most sites is also reflected in their strong environmental setting and flexibility, the scores of which feed into the notably healthy market-led sub-total for each.
- 8.30 As noted above, three sites – Tendring Colchester Borders Garden Community, Land South of Colchester Road, and Tendring Central Garden Village – have not been assessed and scored, given that the quantity and position of employment land has not yet been identified.

## **Existing Employment Areas**

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- 8.31 The following table lists and describes the existing employment areas in Tendring, based upon the areas identified in the Tendring District Local Plan. The commentary has been based upon inspections of the existing employment areas.

| Table 8.9 Existing Employment Areas  |                |                          |  |  |
|--------------------------------------|----------------|--------------------------|--|--|
| Address                              | Area           | Core Uses                | Commentary   | Opportunities for redevelopment/expansion  |
| Ford Road (Newman Industrial Estate) | Clacton-on-Sea | B1, B2                   | Small industrial estate close to the Town Centre. Primarily older, lower quality units, some with substantial yard space. High rate of occupancy across the site. Site is bounded by high-density residential area, with allotments to the south.                | Some units are supplied with good yard space (i.e. low development density) which may allow for future infill development, however no further remaining land within site boundary.   |
| Oakwood and Crusader Business Park   | Clacton-on-Sea | B1(a), B1(c), B2, B8     | Large employment area comprised of Oakwood in the north (industrial) and Crusader in the south (office, industrial). Oakwood is comprised of larger units of average/good quality. Crusader includes smaller industrial premises and office development.         | Current site fully developed. Land to the north is allocated as site SAMU3, albeit with no part allocated for employment. This area has seen the most recent additional development with some additional units being provided off Fowler Rd. |
| Gorse Lane Industrial Estate         | Clacton-on-Sea | B1(a), B1(c), B2, B8     | Significant, operational employment area and Clacton's largest. More established than nearby Oakwood. Mix of smaller terraced and larger, two-storey industrial/warehouse units, with some historically lost to other uses (e.g. gym and children's play area).  | Sits to the south of Oakwood Park Strategic Development Allocation off Telford Road (6.8 ha). Question over suitable access to be raised via current highways.   |
| Valleybridge Road Industrial Estate  | Clacton-on-Sea | B1(a), B1(c), B2, B8, A1 | Mix of larger retail at the entrance off Valley Road in converted industrial units, with traditional industrial estate occupying the remainder of site. Brick/faded clad facades. High occupancy levels. Some office content in the eastern section of the site. | Land-locked industrial estate, no capacity for expansion.  |
| Oxford Road Industrial Estate        | Clacton-on-Sea | A1, B1(a), B2            | Irregular layout comprising a row of trade counter uses, with more traditional industrial units to the north   | The Silverton site in the north is the subject of Local Plan representations and a number of unsuccessful  |

|   |                |        |  |   |
|---|----------------|--------|--|---|
|   |                |        | of a better quality. ASDA store at the northern-most point.  | planning applications to revert to residential.   |
| Sadds Yard  | Clacton-on-Sea | B1, B2 | Small industrial estate. Small and primarily terraced units. Employment area previously allocated in the emerging Local Plan for mixed-use development.  | The site was previously identified in a Town Centre regeneration plan as a potential 'opportunity site' for redevelopment alongside the upgrading and improvement of the railway station.   |
| SATO Site, Valley Road  | Harwich        | B2, B8 | Single business site of SATO, a labelling company. Self-contained site, generally bound by residential use. The site incorporates an historic factory, which SATO intend to redevelop for housing, as well as a new facility and significant greenspace. | Old factory to be developed with 38 homes.  |
| Durite Works, Valley Road   | Harwich        | B2, B8 | Single business site occupied by Durite. Self-contained and generally bound by residential use. Site incorporates existing Durite facility, with a small level of associated greenspace.   | Some capacity for expansion on site, otherwise bounded by residential to the south and west. Harwich Valley development site located to the north. Landowner has plans to rebuild factory premises on site and use land for housing.    |
| Europa Way  | Parkeston      | B2, B8 | Established employment area. Site comprises five separate industrial/warehouse building with appropriate yard areas.<br><br>Good prominence and strategic location (both highway and port) with access directly off the A120.                            | No visible options for expansion on site. Vacant land to the east and west.   |
| Mercedes Site, Bathside Bay (also an employment allocation site in Emerging Local Plan) | Harwich        | B2, B8 | The site comprises flat, open land which has the potential for open storage as well as a large industrial warehouse of around 5,000 sqm. Part of site is under use as timber yard (fencing).   | Much of the site is used for storage and therefore offers room for intensification of the existing proximal port facilities.<br><br>The wider Bathside Bay project has secured planning permission which is subject to a condition that |

|  |                    |                  |   |   |
|--|--------------------|------------------|---|---|
|  |                    |                  |   | development must be commenced before 2021 (10/0202/FUL). It is considered that the Mercedes site will aid the enabling of this permission by providing a site for the relocation of an existing small boat quay, as well as further facilities.   |
| Kirby Cross Trading Estate, Clare Road | Kirby Cross        | B1(c), B2        | Small industrial employment area with good range of one and two-storey industrial units. Occupiers appear generally long-term, with tenants geared towards MOT and car body repairs.                              | There is vacant land at the eastern end of the site which has been allocated for employment use in previous versions of the Local Plan. There have been unsuccessful attempts to obtain planning permission for a discount food store, but little commercial interest otherwise. Access to land is however not compromised via existing site. |
| Harmer's Foundry                       | Walton-on-the-Naze | B1(a), B1(c), B2 | Poor quality industrial area primarily occupied by scrap and timber merchants. No visible vacancies, with occupants generally comprising long-term tenancies.   | No current expansion opportunities within the bounds of the current employment area. Bounded to the north and south by areas of heavily wooded land.  |
| Lawford Dale Industrial Estate         | Manningtree        | B1(a), B1(c), B2 | Moderate/good quality established industrial employment area, comprising a number of different schemes. Some office content, however primarily an industrial location. Some poor examples of long-term vacancies. | Small parcel of land in the north of the site, to the east of Ace Auto Salvage. Sizeable yard space configuration allows for large commercial vehicles, plus potential for individual unit expansion.   |
| EDME Maltings                          | Mistley            | B2               | Intensely developed and operational cereal mill facility, occupied by EDME. Mix of mill buildings and large storage tanks with little circulation space for vehicles.   | Historically suitable for occupiers, however we understand that EDME are now looking to vacate, indicating that the site is reaching the end of its life as a primarily employment area.  |
| Crisp Maltings                         | Mistley            | B2               | Maltings Facility in full operation and lying adjacent to residential development.  | Intensely developed site with no apparent opportunities for development.  |

|                               |                 |           |  |  |
|-------------------------------|-----------------|-----------|--|--|
| Mistley Marine                | Mistley         | B2        | Riverside site encompassing marine related engineering occupiers.<br><br>Boat storage and moorings also present.   | Presumption that any future development would be a comprehensive scheme also encompassing the neighbouring Mistley Port.   |
| Mistley Port                  | Mistley         | B2        | Operational port. Based on the riverside and occupied by a number of marine/port related uses  | Presumption that any future development would be a comprehensive scheme also encompassing the neighbouring Mistley Port.   |
| Morses Lane Industrial Estate | Brightlingsea   | B1(c), B2 | Good quality, small industrial estate. Well occupied and established. Primarily standard industrial premises with recycling/scrap yard in the north.                       | Small parcel of land for potential expansion to the east of existing site, with land also to the north.  |
| Shipyards Estate              | Brightlingsea   | B1(c), B2 | Large shipyard estate with a number of poor quality older industrial buildings. Some level of dereliction amongst the long-term vacant units on site.                      | A number of derelict units may require redevelopment. Land to the north with potential capacity for development – allocated as part of the coastal protection belt.  |
| Old Ipswich Road              | Ardleigh        | B1(c), B2 | Small employment area comprising two unconnected sites in separate ownership.<br><br>Mix of industrial and portacabin-style office units with large associated yard space. | Crown Business Park site sits to the south as what is currently a golf driving range. Also, potential opportunity to expand on yard space on current site. Crown Business Park expansion to the south.   |
| Lanswood Park                 | Elmstead Market | B1(a)     | Modern office park offering Grade A accommodation in semi-detached units. Presents as the highest quality office offer in Tendring.  | Phases 2 and 3 of current masterplan under construction – two new office units in the same configuration as existing. Current masterplan in place to develop further. Grange park housing development to the east (Hills Building Group). Site to the south allocated in Emerging Local Plan for expansion site. |

|                                 |                 |            |  |  |
|---------------------------------|-----------------|------------|--|--|
| Plough Road Centre              | Great Bentley   | B1(a), B2  | Small business centre comprised primarily of industrial units with element of office at the entrance, comprising four buildings. Generally good quality office and industrial units with a mixture of traditional two-storey units and covered workshops.                            | Allocated land for expansion to the east. Current access is potentially suitable, however would need improvement due to density of units in current configuration.   |
| Martell's Pit Industrial Estate | Ardleigh        | B2         | Small industrial estate surrounded by quarry and scrap/recycling uses. Only a small number of units on site, which are well occupied. Poor, rural location with single track access.   | Greenfield land to the north and west, however heavily wooded and unlikely to be practicable expansion options. Location and access is rural and could impose logistical restrictions on any future development.   |
| Rice Bridge Industrial Estate   | Thorpe-le-Soken | B1(a), B2  | Small industrial estate close to the railway station comprising a number of small units. Generally average and poor industrial premises with average quality office building at the entrance. A pylon sits on the edge of site, however lines only run adjacent to current boundary. | Land with good current access to the east of current employment area. Large yard space also in the easternmost point of the site potentially presents an option for expansion of MOT centre, or new build.   |
| Frating Site                    | Frating         | B1, B2, B8 | Employment area comprising two good quality, large scale distribution centres (Random House and Manheim Auctions) and smaller industrial estate.   | Potential room for expansion to the north on the Random House site, but entire area sits on the southern border of the New Garden Village Masterplan. Further employment land is detailed in this masterplan to the east, on the other side of the A133. |

Source: BE group, 2018

## Site Quality

- 8.32 All existing employment areas have been graded using a standard scoring system that consists of objective measures (as far as possible). Each site is scored out of 90, made up of nine individual measures, each scored out of ten, in a similar manner to the employment allocations. These are:
- Proximity to strategic highway network
  - Prominence
  - Public Transport
  - Sequential test
  - Ability to Expand
  - Access and Congestion
  - Interface with Neighbouring Sites
  - Building Quality and Condition
  - Site Amenity.
- 8.33 The scoring system is provided in Appendix C and the scoring matrix is in Appendix D.
- 8.34 The existing employment areas have the same broad limitations as the employment allocations critiqued above, with all sites removed from the motorway network. Therefore, none of the sites are able to score full marks for strategic highway proximity. Further to this, given that Tendring is serviced by two major A-roads (A120 and A133) a decision has been made to offer higher priority to the A120 when assessing strategic highway proximity and prominence. The scoring breakdown for each existing employment areas is available in Appendix D. Those sites that scored well had prominent locations, good amenity and limited issues regarding congestion, access or neighbouring uses.
- 8.35 However, a key use of this scoring process is to provide a foundation for identifying existing employment areas that are no longer meeting the market needs as employment uses and that potentially may not be protected in the Local Plan. The employment areas that scored the lowest are listed in Table 8.10. Other sites in Appendix D scored higher in the analysis and are recommended to be retained for employment.

**Table 8.10 Poorly Scoring Existing Employment Areas**

| Employment Area                         | Score (Max 90) | Comments and Recommendation  |
|---|----------------|--|
| Harmer's Foundry,<br>Walton-on-the-Naze | 20             | This is a poor quality industrial estate, primarily comprised of timber and scrap yards. Access is compromised, coming solely from a narrow residential street. Site also sits between a caravan park to the west and residential streets to the east, on which operations will impact. Location is also generally isolated relative to a number of employment sites in the Tendring District, with poor prominence and no direct access to other strategic routes.<br><b>Recommendation: Site is not protected for employment uses.</b> |
| Shipyards Estate,<br>Brightlingsea      | 26             | A large shipyard estate comprising a number of historic industrial premises, some showing signs of dereliction. Although not restricted by neighbouring uses, current  |



|   |    |   |
|---|----|---|
|   |    | <p>site suffers from poor commercial vehicle access via single track road and an unavoidable route through residential uses. Prominence and access to strategic routes is very poor. Provides an important marine industry purpose, including chandlery, boat refit and maintenance.</p> <p><b>Recommendation: Site is protected for employment uses, as a marine industry location.</b></p>  |
| Martell's Pit Industrial Estate, Ardleigh | 27 | <p>Small industrial estate which is surrounded by a quarry and scrap/recycling (open storage) uses. Industrial estate itself is comprised of a small number of poor/average quality units with poor site conditions reflective of the otherwise heavy industrial occupiers. Rural location with generally poor access (Slough Ln is narrow road), however sits close to A120.</p> <p><b>Recommendation: Site is protected for employment uses, continuing its lower-order functions of open storage and cheap industrial units.</b></p> |
| SATO Site, Harwich                        | 33 | <p>Single business site occupied by SATO, who recently developed a new factory with plans to redevelop the existing site for residential uses. Site itself is restricted by neighbouring residential uses which also compromise access. Poor prominence, although strategic route access is relatively good (though linked to site via residential streets).</p> <p><b>Recommendation: Site is not protected for employment beyond the requirements of SATO.</b></p>  |
| Durite Works, Harwich                     | 33 | <p>Single business site occupied by Durite. Site itself is restricted by neighbouring residential uses which also compromise access. Poor prominence, although strategic route access is relatively good.</p> <p><b>Recommendation: Site is not protected for employment beyond the requirements of Durite.</b></p>   |

Source: BE Group, 2018

## 9. Demand:Supply Balance

### Overall Assessment

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- 9.1 The demand assessment suggests there is an overall requirement for between -1.41 ha<sup>7</sup> (Labour Supply scenario) and 8.7 ha (Past Completions scenario).
- 9.2 We have some concerns over the data provided to inform the Past Completions Scenario and as such the requirement is for between -0.87 ha and 2.77 ha of land in Tendring.
- 9.3 In terms of supply, a total of 44.23 ha has been identified which has planning approval, comprising of the following:
- 16.63 ha of employment land allocations
  - 27.6 ha of additional sites with employment land planning permission (outline or detailed)
- 9.4 A qualitative review of the sites comprising the total of 44.23 ha has indicated there is a reasonable prospect of these sites being developable within the planning timeframe.
- 9.5 In addition, the supply assessment has identified sites totalling 53.1 ha without planning approval which could potentially be developed for employment uses including some with Applications that are awaiting a decision. As these sites are not currently supported by planning they would require further investigation but may be suitable as employment sites in the longer term.
- 9.6 Our review of existing employment sites has also identified a number of sites with the potential for intensification or reuse for employment purposes. These include major employment areas such as Gorse Lane Industrial Estate and Oakwood and Crusader Business Parks in Clacton, the malting and marine sites in Mistley and, most notably, the new modern development of Lanswood Park in Elmstead Market which is continuing to strengthen its offer.
- 9.7 In quantitative terms, at a district level, there is more than sufficient supply of land to meet future needs even if the most optimistic scenario (8.7 ha) is adopted. However, it is also important to consider the needs of different use classes as these will vary in terms of individual requirements and whether or not these can be met by the available supply. This is considered in more detail below.

### Taking account of different use classes

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#### Office and R&D Activities (B1a and B1b)

- 9.8 All of the demand scenarios agree there will be positive demand for B1a/b floorspace and land over the plan period, albeit on a relatively small scale, ranging from 0.3 ha (Past Completions scenario) to 1.72 ha (Experian 2017 scenario). We advise that Tendring should plan on the basis of ensuring that there is at least 0.73 to 1.72 ha of B1a/B1b land over the period.
- 9.9 In terms of the supply, it is not possible to be precise about the quantity of supply available for B1a and B1b uses as current allocations and planning permissions do not always specify below B1 uses. However, our analysis in Section 7 of this report suggests:

<sup>7</sup> We have excluded the EEFM 2017 from this analysis as the population error inputs into the model mean that it cannot be relied upon and was used for comparison purposes only

- There is approximately 18 ha of employment land that is either allocated or has current permission for B1 uses, a proportion of which will be available and suitable for B1a and B1b uses.
- There is approximately a further 15 ha of land that is not currently supported by planning but that may become available for B1 uses including office (B1a) and research and development (B1b) in the future.

9.10 In summary, at the district level, there is more than sufficient quantity of land suitable for B1a/b development. However, it is important to note that variations are likely to occur at the more local level and that land may be required to address qualitative issues regarding existing supply.

### **Industrial (B1c and B2 use class)**

9.11 The demand scenarios suggest there is a requirement of between -3.23 ha (Labour Supply scenario) and 2.6 ha/10,400 sq m (Past Completions scenario). Overall, it is likely that there will be an overall net reduction in the requirement for industrial space, but some additional allocations may be required to meet identified needs.

9.12 In terms of the supply, as noted earlier, it is not possible to be precise about the quantity of supply available for B1c and B2 uses as current allocations and planning permissions do not always specify below more general use classes.

9.13 Our analysis in Section 7 of this report suggests there is over 40 hectares of land that is either allocated or with a current planning permission for B1 and B2 uses. This includes land at Gorse Lane which has outline and detailed permission for a total of 14,000 sq m of B2 space. In addition, there is a substantial amount of land which may be suitable for B1c and B2 uses but that is not yet supported by planning.

9.14 At a district level, the supply of industrial land is more than sufficient to cater for the maximum scenario (2.6 ha). At a local level, there may be requirements for land to address qualitative issues regarding existing supply. However, the scale and quality of supply is such that these losses together with any future demand could be met through the allocated and permitted supply.

### **Warehousing Activities (B8 use class)**

9.15 With the exception of the EEFM 2017 scenario, all other scenarios agree there will be positive demand for B8 uses ranging from 1.09 ha/5,439 sqm (Labour Supply scenario) to 5.8 ha/29,100 sqm (Past Completions scenario). We recommend that Tendring should plan on the basis that there will be a requirement for between 1.09 and 4.28 ha of B8 land.

9.16 In terms of the supply, there is around 17.5 ha of land with current planning permissions for mixed B1-B8 uses and around 15 ha of allocations for industrial/warehousing uses.

9.17 At a district level, there is more than sufficient supply to cater for the maximum scenario (5.8 ha). However, it is important to note that variations are likely to occur at the more local level, and that land may be required to address qualitative issues regarding existing supply.

## **Qualitative Assessment and Recommendations**

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9.18 The quantitative assessment relates to the overall supply of employment land and floorspace for the District. A detailed assessment of the existing portfolio of sites in the district has been undertaken together with a qualitative review of allocated, permitted and potential sites. Combined with the findings from the property market assessment this allows

us to take account of qualitative issues which are relevant to Tendring. Our overarching findings in this regard are as follows:

- Clacton and Harwich continue to offer the greatest range and diversity of employment space and have seen the greatest levels of activity in terms of deals and completions. They will remain important locations over the course of the Plan period.
- Outside of these locations, other smaller markets collectively play an important role in servicing local needs, these include Ardleigh and Elmstead both of which have seen reasonable levels of market activity in recent years.
- Vacancy levels in both the office and industrial market are relatively tight (<5%) and indicate that the market is active but with limited choice and flexibility. There is an ongoing need to provide for modernised employment stock, either through renewal or new development in order to provide greater choice in the market and meet occupier demand.
- Of the existing portfolio of sites, several have been assessed as ‘poor quality’. However, it is important to note that a number of these are still playing an important role in meeting the needs of occupiers undertaking lower order activities and should continue to be protected in line with the recommendations set out in Section 7.
- We have also identified a number of sites that will not be suitable for continued employment use beyond the requirements of their current occupiers due to their poor quality and location. These include:
  - Harmers Foundry, Walton-on-the-Naze
  - SATO Site, Harwich
  - Durite Works, Harwich
- In terms of office space, the nature of demand continues to be for smaller scale units with flexible terms. In order to encourage this type of development, the Council may need to intervene to facilitate cross-funding through the delivery of mixed-use sites. There are a number of proposed or allocated sites which have the potential to accommodate this type of development alongside residential and other uses and these should be treated favourably.

9.19 Our remaining conclusions are structured around the key settlements of Tendring.

## Clacton-on-Sea

9.20 Clacton-on-Sea is an integral market in Tendring, with a number of key employment sites retaining its status as Tendring’s principal town and most important service centre. Little has changed since the previous Employment Land Review in this regard “*with no significant market activity or sector diversification.*”

### **Tendring Economic Strategy (2019): Vision for Clacton on Sea & Jaywick**

#### *Vision for Clacton – (Re) Building a Strong Service Centre*

Clacton will remain Tendring’s most important and busiest service centre but needs a bold response to address the current decline. The quality of the town needs to be a key attractor for new residents and businesses, with new cultural infrastructure supporting an increased regional demand from the region’s growing population.

Investment in Clacton’s beachfront (including a major £36m scheme to protect and enhance the coastline) has provided a significant opportunity for Clacton to rejuvenate its image and to

provide a significant uplift in visitor experience, as well as a draw for new businesses. This needs to be complemented by a higher quality offer of attractions and services serving local communities and new residents. By 2024, Clacton should aspire to be recognised as a distinctive, quality destination by a broad range of visitor groups, particularly across the region.

Given the importance of the local service economy to Clacton, planned housing development and population growth should be viewed as an important component of the town's evolution. Not only will this support improvement, diversification and quality in the town, it will drive demand and local business creation.

*Vision for Jaywick – Addressing Long Term Decline Through Citizen Engagement and Participation*

Given the persistent high levels of socio-economic deprivation, there is a need for long term investment in both the physical and human assets of the area to enable a positive economic future for Jaywick.

Bold new approaches, built around citizen participation and the building of community capacity, are needed. Residents need to be given a more prominent role in defining and delivering a more prosperous place and defining their role in it.

The response should be locally focussed and long-term, building upon the aspirations of the Jaywick Sands Coastal Community Team to develop a more sustainable and resilient community. This will take time and partners must recognise that short term, success may be measured through a slowing decline, rather than through significant and obvious growth.

- 9.21 Gorse Lane is the largest operational employment area in Clacton-on-Sea, supplemented by the nearby Oakwood and Crusader Business Parks. Both sites contain a strong mix of B1(a) and B2/B8 industrial premises, across a range of sizes and general quality. Local employment land expansion is likely needed to be focused on these locations, with strong occupancy levels also reported on site. Gorse Lane currently has planning permission for 14,000 sqm.
- 9.22 Employment space is otherwise supplemented by smaller, secondary schemes, including Oxford Road Industrial Estate and Sadds Yard. The former comprises a row of trade counter units, mostly occupied however showing some age. These schemes do however contain a number of smaller units some sub-100 sqm which raises the issues of a lack of supply in this size bracket.
- 9.23 Fringe areas such as Jaywick do not have employment allocations themselves but rely on the provision of employment uses in Clacton-on-Sea. The on-going provision of employment land is unlikely to require a separate level in Jaywick, as it would be a preferable outcome in a market of this size to concentrate employment provision around a small number of sites, rather than dilute the provision to a further site in Jaywick.
- 9.24 Clacton-on-Sea's potential employment sites are of a sufficient scale to meet the demand forecast of all demand scenarios reviewed in Chapter 6.0. The most optimistic scenario suggested a demand for 8.7 ha of land over the forecast period, with Clacton-on-Sea sites providing some 20.1 ha of land, including 8.1 ha with outline planning consents. However, it is recommended that other areas in Tendring also have provision for employment land, rather than concentrating in one settlement.
- 9.25 Furthermore, the employment sites are appropriate for a range of B-class uses, including offices, industrial and warehousing premises. The Extension to Gorse Land Industrial Estate site would provide the main, near-term opportunity for further B2 and B8 uses. Land at Brook Park West would provide an option for B1 offices, with further land north of Brook Park west being appropriate for a mix of employment uses, though would be a longer-term option.

- 9.26 Further flexibility in the planning policy for the town centre would help encourage office spaces within the town centre. Small unit offices would be appropriate for the town centre, with a small market for this location. However, it should be recognised that there is likely to be an on-going market preference for edge-of-town/business park locations, rather than town centre premises, despite additional flexibility in the policy. This preference would be driven both by the occupier market, which would seek the parking and access advantages of business park locations and the developer market, which would see a greenfield site as being an 'easier' development than a town centre regeneration development (and likely to be more viable).

| Site                                      | Area    | Size (ha) | Protection | Potential for Development | Potential for Release | Recommendations   |
|---|---------|-----------|------------|---------------------------|-----------------------|---|
| <b>Employment Sites</b>                   |         |           |            |                           |                       |   |
| Extension to Gorse Lane Industrial Estate | Clacton | 6.8       | ✓          |                           |                       | Potential to provide additional B2 floorspace at Clacton's main employment area. Well located and good accessibility. Provides an obvious extension to current industrial estate. <b>Protect.</b>                                       |
| Land at Brook Park West                   | Clacton | 1.3       | ✓          |                           |                       | Good location for small B1 uses as part of a wider mixed-use development. Speculative build is unlikely but will respond to demand. <b>Should be protected as medium-term prospect.</b>   |
| Land north of Brook Park West development | Clacton | 12.0      | ✓          |                           |                       | High profile site with frontage to A133 however road infrastructure is required, and employment is likely also required as part of larger, mixed-use development. <b>Should be protected, but likely to be a long-term opportunity.</b> |
| <b>Existing Employment Areas</b>          |         |           |            |                           |                       |   |
| Ford Rd (Newman Industrial Estate)        | Clacton |           | ✓          | ✓                         |                       | Potentially some redevelopment and renewal opportunities of older stock, but employment function to stay and be protected. <b>Protect</b>   |
| Oakwood and Crusader Business Park        | Clacton |           | ✓          |                           |                       | Key employment area of Clacton with important economic function <b>Protect</b>  |
| Gorse Ln Industrial Estate                | Clacton |           | ✓          |                           |                       | Key employment area of Clacton with important economic function <b>Protect</b>  |
| Valleybridge Rd Industrial Estate         | Clacton |           | ✓          |                           |                       | Mix of retail and industrial units. Important to retain industrial uses in current footprint. <b>Protect</b>  |

|                             |         |  |   |   |  |   |
|-----------------------------|---------|--|---|---|--|---|
| Oxford Rd Industrial Estate | Clacton |  | ✓ |   |  | Industrial estate is a mix of industrial and trade counter units, with an on-going function<br><b>Protect</b>   |
| Sadds Yard                  | Clacton |  | ✓ | ✓ |  | Potential regeneration opportunity, in the medium term connected with the proximity to the rail station.<br><b>Consider for redevelopment in the medium term.</b> |

## Harwich and Dovercourt

- 9.27 The 2019 Economic Strategy for Tendring identifies an opportunity for Harwich to become a strong port servicing the needs of the Clean Energy sector. Whilst potentially isolated, Harwich benefits from strong access to the A120, which in turn opens up the potential of easy access to the whole of Tendring District.

### **Tendring Economic Strategy (2019): Vision for Harwich and Dovercourt - Using marine heritage and skills to drive Energy and Tourism sectors**

Although Harwich has the assets needed for it to develop a significant cluster of activity around the Clean Energy sector (and specifically Offshore Wind), this has not gained traction as per the aspirations set out in the 2013 strategy. Whilst Clean Energy and Marine Activities remain the more likely routes to greater innovation and growth in Harwich, it is important that partners and businesses remain agile to new opportunities and developments. This includes not only the offshore opportunity, but the construction and supply chain opportunities which could come from the development of Sizewell C and Bradwell B Nuclear Power stations. The Government's invitation to existing operators to submit proposals to expand existing operations at Greater Gabbard, Galloper, Gunfleet Sands, and the London Array wind farms also presents a strong opportunity for Harwich to support the development of this infrastructure.

Transfer of information on opportunity to and between businesses, will be critical. Establishing strong networks and supporting collaboration and innovation will help to achieve this. Proposals for the Harwich Innovation Centre, could also be revisited within the strategy period, potentially providing a focal point for this activity.

In addition to the Port related opportunity, Tendring District Council are already looking to deliver new high-quality public realm project in Dovercourt town centre. This will be an important milestone for the town, making it an attractive place for people to visit, capitalising upon a recent uplift in tourism locally. The 400-year anniversary of the Mayflower in 2020 will provide a more immediate opportunity to promote the town and capitalise upon new visitor markets.

- 9.28 The primary driver of Harwich's economy is Harwich International Port and as such it is recommended to protect the commercial site at Stanton Europark, as well as the Mercedes site, as the Port continues to operate. Whilst the Mercedes site is well accessed and largely flat, there are notable issues with regards to flood risk, potential contaminations and infrastructure works which should be considered moving forward. The Port-generated demand is unlikely to be fully accounted for in the demand scenarios, due to its specialised nature, and thus a level of flexibility in the employment provision in Harwich is recommended to account for this.
- 9.29 Stanton Europark is likely to see increased demand from retailers, with a number of well performing schemes in the local vicinity. Industrial demand here is low and Morrisons is performing as an anchor tenant, supporting the neighbouring larger retailers. Whilst the vacant site is not being actively promoted for B2/B8 use, there is potential for further retail

capacity. However, it remains important that the remaining site is protected for B-class employment uses to service the local Harwich market.

| Site                             | Area    | Size (ha) | Protection | Potential for Development | Potential for Release | Recommendations   |
|----------------------------------|---------|-----------|------------|---------------------------|-----------------------|---|
| <b>Employment Sites</b>          |         |           |            |                           |                       |   |
| Stanton Europark                 | Harwich | 3.3       | ✓          | ✓                         |                       | Vacant areas appropriate for a mix of B-class uses, predominantly industrial and warehousing. Likely to be pressures for further retailing, rather than B-class uses.<br><b>Protect</b>   |
| Mercedes Site                    | Harwich | 3         | ✓          | ✓                         |                       | Good access from A120. Opportunities to intensify development, subject to landowner aspirations. May also serve to support port activities.<br><b>Protect</b>   |
| Land at Harwich Valley           | Harwich | 6.3       | ✓          |                           |                       | High profile site with long frontage on A120. Good site for a mix of B-class employment uses, as part of wider mixed-used development. However, viability is a key issue - new road infrastructure required<br><b>Therefore, protect site as a medium-long term mixed-used opportunity.</b>   |
| <b>Existing Employment Areas</b> |         |           |            |                           |                       |   |
| SATO Site, Valley Rd             | Harwich |           | ✓          | ✓                         | ✓                     | Part of the site (the existing SATO factory) to be redeveloped and released for housing. New SATO building should be protected to enable on-going employment uses. However, in long-term (probably beyond planning timeframe) all of the site is likely to be released for housing as the site is surrounded by housing.<br><b>Protect new factory site but release remaining site that is in excess to SATO needs.</b> |
| Durite Works, Valley Rd          | Harwich |           |            |                           | ✓                     | Site has poor prominence and bound by residential uses. Beyond existing use, it is recommended that the site is released for development.<br><b>Site is not protected for employment</b>  |



|            |         |  |   |  |  |   |
|------------|---------|--|---|--|--|---|
| Europa Way | Harwich |  | ✓ |  |  | Important employment site and well positioned for its current function.<br><b>Protect</b> |
|------------|---------|--|---|--|--|---|

## Frinton-on-Sea and Walton-on-the-Naze

- 9.30 Both locations very much support the local market with a number of limited and poor-quality industrial stock at Kirby Cross Industrial Estate and Harmer's Foundry. Occupancy levels are however strong, taking advantage of the local market, but there is an argument to be made regarding longevity should these tenants vacate.
- 9.31 The rural location of these areas dictate that interest will be generated almost entirely from the local market, with no predicted desire of inward investment. There is however no indication that levels of demand are likely to increase in even the short time.
- 9.32 It is not recommended that further employment allocations are provided in these settlements.

### Tendring Economic Strategy (2019): Vision for Frinton-on-Sea and Walton-on-the-Naze

Frinton and Walton will be supported to be successful in providing a positive visitor experience. In Walton, objectives to regenerate the town centre could be reconsidered given that it is nine years since the publication of the Walton Regeneration Framework<sup>8</sup>, 2010).

| Site                       | Area               | Size (ha) | Protection | Potential for Development | Potential for Release | Recommendations   |
|----------------------------|--------------------|-----------|------------|---------------------------|-----------------------|---|
| Existing Employment Areas  |                    |           |            |                           |                       |   |
| Kirby Cross Trading Estate | Kirby Cross        |           | ✓          |                           |                       | Small industrial area serving a localised function (e.g. MOT services, car body repairs). Not expected that this site would have any higher function but should retain its current purpose.<br><b>Protect</b> |
| Harmer's Foundry           | Walton-on-the-Naze |           |            |                           | ✓                     | This industrial estate is of poorly quality and is hampered by neighbouring uses and narrow access.<br><b>Site is not protected for employment</b>  |

## Manningtree, Mistley & Lawford

- 9.33 Manningtree, Mistley and Lawford are strategically placed within Tendring in order to benefit from their local, rural market, as well as being close enough to Colchester and the A12 to take advantage of the town and its associated local road links.

### Tendring Economic Strategy (2019): Vision for Manningtree, Mistley & Lawford

Partners should work to ensure that Manningtree continues to function as a pleasant and prosperous location with a strong service offer for its local community. More specifically, it is important to continue to monitor the performance of businesses on the Lawford Industrial Estate.

- 9.34 An important element of this area is the marine and other supplementary waterside locations, which play an important role within the local market. Otherwise commercial space is located primarily on the Lawford Industrial Estate, which comprises a number of smaller industrial schemes. Existing stock in this area is good, with only a few decrepit units and issues of circulation marking this an industrial estate which is otherwise performing strongly.
- 9.35 The area does continue to benefit from its increasingly affluent status however, with the imminent completion of 150 high-quality homes at Dale Hall providing adequate residential stock to supplement potential growth in the locality.

| Site                             | Area        | Size (ha) | Protection | Potential for Development | Potential for Release | Recommendations   |
|----------------------------------|-------------|-----------|------------|---------------------------|-----------------------|---|
| <b>Employment Sites</b>          |             |           |            |                           |                       |   |
| Land South of Long Road          | Mistley     | 2         |            |                           | ✓                     | Poor access and employment uses would be remote from similar uses elsewhere in Manningtree/Mistley. There is also concern over site viability as road access and servicing are required. <b>Potential for release</b>   |
| <b>Existing Employment Areas</b> |             |           |            |                           |                       |   |
| Lawford Dale Industrial Estate   | Manningtree |           | ✓          | ✓                         |                       | Established industrial area with a range of quality of premises. Potential for some refurbishment and redevelopment of older units, but employment uses should remain. <b>Protect</b>   |
| EDME Maltings                    | Mistley     | 0.13      | ✓          | ✓                         | ✓                     | Potential to redevelop this site with the relocation of EMDE. Appropriate employment likely to be small scale office use as part of a mixed-use development. While it would be preferred that an employment component is part of the redevelopment of the site, it is recognised that the focus of the scheme will not be B-class employment uses, with offices |

|                |         |  |   |  |  |   |
|----------------|---------|--|---|--|--|---|
|                |         |  |   |  |  | likely to only be an ancillary use on the site.<br><b>Protect a part of the site for employment as part of a mixed-use development on the site. Release remainder of the site for non-B-class uses.</b>   |
| Crisp Maltings | Mistley |  | ✓ |  |  | Current single use occupier, likely to continue for foreseeable future. Appropriate to retain for employment.<br><b>Protect</b>   |
| Mistley Marine | Mistley |  | ✓ |  |  | Key marine industry site next to Mistley Port. While opportunities for growth are likely to be limited, on-going marine maintenance, slipway and storage uses are important functions that should be protected. Future functions should continue to be marine related, though should not impact on the neighbouring Mistley Port.<br><b>Protect for marine industry</b> |
| Mistley Port   | Mistley |  | ✓ |  |  | Operational port that includes bulk handling. Important links to local maltings plant. It is key for the local economy that current functions continue. Expansion opportunities are likely to be contained within the current footprint.<br><b>Protect for port and marine industry</b>   |

## Brightlingsea

- 9.36 As with the previous Employment Land Review, we are of the view that market demand and spatial constraints make future diversification and investment in the area unlikely. The area is supported almost entirely by a number of low quality, port-related units.

### Tendring Economic Strategy (2019): Vision for Brightlingsea

Brightlingsea should also be supported to maintain its position as a small but successful local centre. The opportunities to reinforce the town's reputation as a leisure port should also be monitored and recent growth within the tourism sector suggests this is performing well. A recent masterplan produced by the Brightlingsea Harbour Commission (BHC) in 2014 has developed long-term aspirations around Oliver's Wharf which would further help to secure long-term tourism income for the area.

- 9.37 Moses Lane Industrial Estate is a small, good quality industrial estate which serves a local market with a high occupancy level. As noted with the previous Employment Land Review, the estate is worth retaining, with the inherent ability to expand the site to the north and east.
- 9.38 Employment land is primarily restricted to Brightlingsea Shipyard, which sits adjacent to Brightlingsea Creek, leading into the River Colne. This is a large estate with a number of

historic and poor quality industrial buildings, some showing advanced stages of dereliction. A number of these units would require redevelopment, along with the currently restricted general access which is through residential streets. Its marine industry function ought to be protected, although the long-term viability of the Shipyard is likely to require the refurbishment of units.

9.39 No further employment site allocations are recommended for Brightlingsea.

| Site                             | Area          | Size (ha) | Protection | Potential for Development | Potential for Release | Recommendations  |
|----------------------------------|---------------|-----------|------------|---------------------------|-----------------------|--|
| <b>Existing Employment Areas</b> |               |           |            |                           |                       |  |
| Morses Ln Industrial Estate      | Brightlingsea |           |            |                           |                       | Good quality and well-functioning industrial area, appropriate for an on-going employment use.<br><b>Protect</b>   |
| Shipyard Estate                  | Brightlingsea |           | ✓          | ✓                         |                       | Large shipyard estate, with an important marine industry function. Important to protect water access and marine uses. Some buildings are in need of refurbishment and this should be encouraged, although core marine functions should be retained and enhanced.<br><b>Protect for marine industry</b> |

## Rural Sites

9.40 Tendring also benefits from a number of rural sites in locations including Ardleigh, Great Bentley, Elmstead Market and Weeley. While rural in nature, these locations are primarily connected by the major road network on the A120 and A133 and offer both office and industrial accommodation to supplement the supply in the larger towns.

### **Tendring Economic Strategy (2019): Vision for Rural Tendring**

Whilst the rural part of the district is an important business and employment location, it is not envisaged that there will be significant economic growth here over the next five years. Maintaining a dialogue with agricultural businesses will ensure that they are connected to the best sector and business support available and are able to navigate the opportunities and challenges associated with the UK's departure from the European Union. More generally, it will be important to ensure that rural residents are not prevented from accessing economic opportunities because of poor physical and digital connectivity.

9.41 Most notably, Elmstead Market benefits from Lanswood Park, a modern, mixed-use development in Tendring, which continues to develop B1(a) and hybrid industrial space on the A133 route into the east of Colchester. Occupancy levels are high, and the scheme is the only Grade-A accommodation in Tendring District.

9.42 Elsewhere existing employment areas generally comprise of lower quality, mixed-use schemes including Plough Road Business Centre in Great Bentley and Crown Business Centre in Ardleigh. Again, vacancy levels are generally tight in these areas. As has been mentioned, these local sites play a strong role in the local property market and will most likely continue to, subject to future redevelopment. Further sites, not currently allocated or

with planning consents, are not considered warranted due to the overall demand and supply balance in Tendring.

| Site                                     | Area          | Size (ha) | Protection | Potential for Development | Potential for Release | Recommendations  |
|--|---------------|-----------|------------|---------------------------|-----------------------|--|
| <b>Employment Sites</b>                  |               |           |            |                           |                       |  |
| South of Thorpe Road                     | Weeley        | 1         | ✓          |                           |                       | Employment allocation in Emerging Local Plan as part of a mixed-use scheme. Local developer interest for small scale B1 office suite development. <b>Likely to be only a limited market in this location, however suitable to retain for employment. Protect.</b>  |
| Lanswood Park                            | Elmstead      | 1.2       | ✓          |                           |                       | Would provide further employment premises, similar to existing uses at Lanswood Park. Potential for low impact, light industry workshops or hybrid office/industrial spaces to broaden uses. Requires infrastructure investment to bring forward. <b>Protect.</b>  |
| Extension to Plough Road Business Centre | Great Bentley | 1.0       | ✓          |                           |                       | This will be extension to existing employment industrial estate. However, phasing plan for mixed-use development shows employment as final phase of development. <b>Important to protect this and ensure employment comes forward. Protect.</b>  |
| Crown Business Centre, Old Ipswich Road  | Ardleigh      | 2.31      | ✓          |                           |                       | Prominent site near junction of A12 and A120. Scheme does not yet have planning permission but is already being marketed as Hudson Park. Current planning application is heavily reliant on small B1 units (25-30 sqm) and broader mix may be appropriate in this location. <b>Protect but reconsider mix.</b> |
| Land south west of Horsley Cross         | Horsley Cross | 11.2      | ✓          |                           |                       | Strategic but somewhat isolated site with detailed approval for a new industrial park. Site has good access and prominence to A120. <b>Protect in accordance with approval.</b>  |
| Land north of                            | Weeley        | 2.8       |            |                           | ✓                     | Good location/prominence to A133 and B1033, presenting a   |

|  |                 |      |   |  |   |   |
|--|-----------------|------|---|--|---|---|
| Colchester Rd                          |                 |      |   |  |   | long-term opportunity. Likely only one site needed in Weeley, with land south of Colchester Rd having connection to Premier Inn and roadside services. Therefore, first preference for Weeley would be the southern site.<br><b>Not protected for employment.</b> |
| Land south of Colchester Road          | Weeley          | U/K  | ✓ |  |   | Good location/prominence to A133 and B1033. Long term opportunity, with Landowner now pursuing residential development on part of site. Potential to connect with Premier Inn and roadside services as a mixed-use hub.<br><b>Protect.</b>                        |
| Land south of Manheim Auctions and TBS | Frating         | 23.0 |   |  | ✓ | Reasonable site for expansion of employment uses. Site does not have employment allocation or planning status. Insufficient demand for an additional site over and above current allocations and approved sites.<br><b>Not protected for employment.</b>          |
| Lifehouse Spa                          | Thorpe le Soken | U/K  |   |  | ✓ | No current potential for employment development. Rural location with no prominence.<br><b>Not protected for employment.</b>   |
| A120 west of Little Bentley            | Little Bentley  | 2.2  |   |  | ✓ | Reasonable location for employment, such as roadside uses, although limited local population would limit market for site. Not considered to be sufficient demand for employment at this location.<br><b>Not protected for employment.</b>                         |
| <b>Existing Employment Areas</b>       |                 |      |   |  |   |   |
| Old Ipswich Rd                         | Ardleigh        |      | ✓ |  |   | Small industrial and office area serving a localised function. Some capacity for more intensification of uses on site, though not considered to require further land outside current areas.<br><b>Protect</b>   |
| Lanswood Park                          | Elmstead Market |      | ✓ |  |   | Modern office park, currently expanding. Appropriate for employment<br><b>Protect</b>   |
| Plough Road Centre                     | Great Bentley   |      | ✓ |  |   | Reasonable quality business centre with industrial and office units. Appropriate for on-going function<br><b>Protect</b>  |

|                                 |                 |  |   |   |  |   |
|---------------------------------|-----------------|--|---|---|--|---|
| Martell's Pit Industrial Estate | Ardleigh        |  | ✓ | ✓ |  | Industrial estate surrounded by quarry and scrapyards. Small and of basic quality but well occupied. Refurbishment and renewal of stock should be encouraged, though maintaining employment function.<br><b>Protect</b> |
| Rice Bridge Industrial Estate   | Thorpe-le-Soken |  | ✓ | ✓ |  | Small industrial estate of basic quality. Refurbishment and renewal of stock should be encouraged, though maintaining employment function.<br><b>Protect</b>  |
| Frating Site                    | Frating         |  | ✓ |   |  | Important distribution node. Potential to link with New Garden Village Masterplan and consideration of this node should form part of masterplanning process. Retain as an employment use<br><b>Protect</b>              |

## Review of Employment Policies

- 9.43 **Policy SP4** of the Draft Tendring District Local Plan sets out how Tendring DC will provide for employment and retail. This identified a requirement for between 20ha and 38ha of employment land. Following an Examination in Public, the requirement for employment land has been reduced to between 12ha and 20ha.
- 9.44 Our own assessment suggests that the net additional requirement is closer to -0.87 ha and 2.77 ha. However, a figure closer to the 12-20ha figure would provide for a range of sites and choice.
- 9.45 **Policy PP6** of the Draft Tendring District Local Plan sets out how the Council will protect existing employment sites. It sets out the instances when proposals for non-employment uses will be considered acceptable. The council may wish to consider the following changes:
- Alternative uses should respond to a demonstrable need
  - Consider incorporating a time period over which the site should demonstrate that it has been marketed such as 1-2 years
- 9.46 **Policy PP7** of the Draft Tendring District Local Plan identifies a number of employment allocations which can support future employment growth. These are summarised below along with our recommendations on which sites should be protected. This suggests that there is potential for between 13.33 and 15.33 ha of land to support future employment growth.

| Name of Site                                 | Local Plan allocation (ha) | Potential growth beyond 2033 | Our Recommendation  |
|--|----------------------------|------------------------------|---|
| Land West of Carless Refinery, Parkeston     | 4.5 ha                     | 0ha                          | Site should be excluded. The site is likely to be required as an extension to the refinery and will not be available to the open market for B class uses. |
| Stanton Europark, Parkeston                  | 2-4 ha                     | 0 ha                         | It is recommended that this site is protected   |
| Tendring Colchester Borders Garden Community | 6 ha                       | 4 – 24 ha                    | This site may be appropriate but due to the early stage of the proposals, the quantum has not been assessed.  |
| Mercedes Site, Harwich                       | 3 ha                       | 4.4 ha                       | It is recommended that this site is protected   |
| South of Thorpe Road, Weeley                 | 1 ha                       | 0 ha                         | It is recommended that this site is protected   |
| Land South of Long Road, Mistley             | 2 ha                       | 0 ha                         | There are a number of issues with this site and it is recommended that the site is considered for potential release.                                      |
| EDME Maltings, Mistley                       | 0.13 ha                    | 9 ha                         | It is recommended that part of the site is protected.   |
| Lanswood Park, Elmstead Market               | 1.2 ha                     | 0 ha                         | It is recommended that this site is protected   |
| <b>Total</b>                                 | <b>19.83 - 21.8 ha</b>     | <b>8.4 – 28.4 ha</b>         |   |
| <b>Total to be protected</b>                 | <b>13.33 - 15.33 ha</b>    | <b>8.4 – 28.4 ha</b>         | N.B. this includes Tendring Colchester Borders even though exact quantum is unknown   |

## Strategic Development Allocations

9.47 Four Strategic Development Allocations have been identified in Tendring, being:

- Oakwood Park
- Hartley Gardens
- Tendring Colchester Borders Garden Community
- Tendring Central Garden Village

9.48 These developments will be mixed use, including space for B-class employment uses (with 43,000 new jobs created across three sites). This will ensure that there is a range of



employment opportunities in close proximity to the growing populations of these communities.

9.49 Full masterplanning of these communities is required to understand the scale of employment uses that would be warranted in them. With regards to B-class employment, the masterplans should include the following principles:

- Employment should be provided in high profile locations, with excellent access.
- Employment land provision should reflect the demand profile of the Tendring economy in terms of size and mix.
- The provision of employment land should take into consideration the already high supply of employment land in Tendring, with wider options available across the district. Therefore, the provision of employment land in the Strategic Development Allocations does not need to provide employment for all of their residential populations.

# Appendix A - Site Scoring System for Employment Allocations

|                          |  |   |
|--------------------------|--|---|
| Site Location and Access | Proximity to strategic highway network | <ul style="list-style-type: none"> <li>• Site adjacent to motorway junction – score 10</li> <li>• Site adjacent and with direct access to A120 – score 8</li> <li>• Site adjacent and with direct access to A133 – score 7</li> <li>• 0.5 km from A120 or A133 – score 6/5</li> <li>• Site 1.0 km from A120 or A133 – score 4</li> <li>• For each further half km distance from junction, reduce score by one point, i.e. any site 5.0 km or further from primary routes A120 or A133 junction scores zero</li> </ul> |
|                          | Prominence                             | <ul style="list-style-type: none"> <li>• Site adjacent to, and visible from motorway junction – score 10/9</li> <li>• Site adjacent to, and visible from local A road – score 8/7</li> <li>• Site adjacent to, and visible from a major B road – score 6/5</li> <li>• Site has local prominence, e.g. within its industrial location – score 4/3</li> <li>• Site located in 'backlands' – score 2/1/0</li> </ul>  |
|                          | Public Transport                       | <ul style="list-style-type: none"> <li>• Site close to bus route (within 0.5 km) and near to rail station (within 2 km) – score 10</li> <li>• Site within 0.5 km of a bus route – score 5</li> <li>• Limited public transport – score 0</li> </ul>  |
|                          | Sequential test                        | <ul style="list-style-type: none"> <li>• Within urban area – score 10</li> <li>• Urban fringe (close to settlement development boundary) – score 7</li> <li>• Rural location (away from settlement development boundary) – score 3</li> </ul>   |
| Planning Status          |  | <ul style="list-style-type: none"> <li>• If site has detailed/full planning status – score 10</li> <li>• If site has outline planning status – score 8</li> <li>• If site allocated in the development plan – score 4</li> <li>• If site is available, subject to planning – score 1</li> </ul>   |
| Site Conditions          | Services Availability                  | <ul style="list-style-type: none"> <li>• If all services are provided and in place – score 10</li> <li>• If priority services are available with no abnormal costs – score 7</li> <li>• If all priority services are available, but with abnormal costs – score 3</li> <li>• Some services are unavailable – score 0</li> </ul>   |
|                          | Constraints                            | <p>May be physical (including access), planning, or legal</p> <p>Reduce score by 2 for each constraint</p> <p>If there are none – score 10</p>  |
|                          | Environmental Setting                  | <p>Subjective, score 0 to 10, examples:</p> <ul style="list-style-type: none"> <li>• Good quality business park/greenfield location – score 10</li> <li>• Moderate quality industrial estate – score 5</li> <li>• Poor quality industrial estate/in-fill location – score 2</li> </ul>  |
|                          | Flexibility                            | <p>Subjective, score 0 to 10: Score site in terms of site shape and ability to sub-divide to suit smaller occupiers</p>   |

|                   |  |   |
|-------------------|--|---|
|                   |  | Consider the site within its context/category. Score 10 if it is flexible, 0 if it is inflexible.   |
| Site Availability |  | <ul style="list-style-type: none"> <li>• Site available to develop within 0-1 year – score 10</li> <li>• Site available to develop within 1-3 years – score 6</li> <li>• Site available to develop 3-5 years – score 3</li> <li>• Site available to develop 5+ years – score 0</li> </ul> |

# Appendix B - Site Scoring Results – Employment Allocations

| Site Name   | Size (ha) | Likely Use Type | Site Location and Access               |            |                  |                 | Planning Status | Site Conditions       |             |                       |             | Site Availability | Total (Max 100) |
|---|-----------|-----------------|--|------------|------------------|-----------------|-----------------|-----------------------|-------------|-----------------------|-------------|-------------------|-----------------|
|   |           |                 | Proximity to Strategic Highway Network | Prominence | Public Transport | Sequential Test |                 | Services Availability | Constraints | Environmental Setting | Flexibility |                   |                 |
| <b>ALLOCATED SITES</b>                                  |           |                 |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |
| Carless Refinery, Parkeston                             | 4.5       | B2              | 4                                      | 4          | 10               | 10              | 4               | 10                    | 6           | 6                     | 3           | 6                 | 63              |
| Stanton Europark, Parkeston                             | 3.3       | A1, B1(c)       | 8                                      | 8          | 10               | 10              | 4               | 10                    | 6           | 8                     | 7           | 10                | 81              |
| Tendring Colchester Borders Garden Community            | 6         | B1(a, c)        | 8                                      | 8          | 5                | 3               | 4               | 0                     | 10          | 8                     | 9           | 0                 | 55              |
| Mercedes Site, Harwich                                  | 3         | B2              | 8                                      | 8          | 10               | 7               | 4               | 10                    | 4           | 6                     | 6           | 6                 | 69              |
| South of Thorpe Road, Weeley                            | 1         | B1(a)           | 3                                      | 5          | 10               | 7               | 4               | 7                     | 10          | 8                     | 8           | 6                 | 68              |
| Land South of Long Road, Mistley                        | 2         | B1(c)           | 0                                      | 6          | 10               | 7               | 8               | 0                     | 8           | 8                     | 8           | 6                 | 61              |
| EDME Maltings, Mistley                                  | 0.13      | B1(a)           | 0                                      | 6          | 10               | 7               | 4               | 10                    | 8           | 8                     | 5           | 3                 | 61              |
| Lanswood Park, Elmstead                                 | 1.2       | B1(a, c)        | 7                                      | 8          | 5                | 3               | 4               | 10                    | 8           | 10                    | 8           | 10                | 73              |
| <b>POTENTIAL SITES - WITH PLANNING</b>                  |           |                 |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |
| Land at Brook Park West, Clacton                        | 1.3       | B1              | 7                                      | 8          | 0                | 7               | 8               | 10                    | 10          | 9                     | 8           | 6                 | 73              |
| Oakwood Park Strategic Development Allocation           | 1         | B1              | 2                                      | 6          | 5                | 7               | 8               | 7                     | 10          | 10                    | 9           | 6                 | 70              |
| Extension to Plough Road Business Centre, Great Bentley | 1         | B1              | 2                                      | 2          | 10               | 7               | 8               | 7                     | 8           | 8                     | 9           | 6                 | 67              |
| Extension to Gorse Lane Industrial Estate, Clacton      | 6.8       | B2              | 2                                      | 4          | 5                | 7               | 8               | 7                     | 8           | 8                     | 9           | 6                 | 64              |
| Land at Dale Hall, Cox's Hill, Lawford                  | 0.2       | B1              | 0                                      | 3          | 10               | 10              | 8               | 7                     | 8           | 6                     | 5           | 6                 | 63              |
| Land South West of Horsley Cross                        | 11.2      | B2, B8          | 8                                      | 8          | 0                | 3               | 10              | 0                     | 10          | 9                     | 9           | 6                 | 63              |
| Land at Harwich Valley, Pond Hall Farm, Dovercourt      | 6.3       | B1, B2, B8      | 3                                      | 8          | 5                | 7               | 8               | 0                     | 6           | 7                     | 7           | 6                 | 57              |
| <b>POTENTIAL SITES - NO PLANNING</b>                    |           |                 |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |
| Land North of Colchester Road, Weeley                   | 2.8       | B1              | 7                                      | 8          | 10               | 7               | 1               | 0                     | 8           | 8                     | 8           | 3                 | 60              |
| Lifhouse Spa, Thorpe-le-Soken                           | u/k       | B1              | 0                                      | 2          | 10               | 7               | 1               | 7                     | 6           | 7                     | 6           | 6                 | 52              |
| Land North of Brook Park West, Clacton                  | 12        | B1, B2, B8      | 7                                      | 8          | 0                | 7               | 1               | 7                     | 10          | 9                     | 7           | 3                 | 59              |
| Hartley Gardens Strategic Development Allocation        | 7         | B1, B2          | 7                                      | 8          | 0                | 7               | 4               | 7                     | 4           | 9                     | 7           | 0                 | 53              |
| Land South of Manheim Auctions, Frating                 | 23        | B1, B2, B8      | 7                                      | 8          | 5                | 3               | 1               | 0                     | 10          | 9                     | 7           | 0                 | 50              |
| Crown Business Centre, Old Ipswich Road, Arleigh        | 2.31      | B1, B8          | 4                                      | 7          | 0                | 3               | 1               | 7                     | 6           | 6                     | 8           | 6                 | 48              |
| Cliphedge Farm, Harwich Road, Little Bentley            | 1.3       | B1              | 6                                      | 2          | 0                | 3               | 1               | 0                     | 8           | 9                     | 8           | 6                 | 43              |
| A120, West of Little Bentley                            | 2.2       | B1              | 8                                      | 8          | 0                | 3               | 1               | 0                     | 8           | 8                     | 4           | 0                 | 40              |
| <b>SITES NOT ASSESSED</b>                               |           |                 |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |
| Tendring Colchester Borders Garden Community            | u/k       | B1, B2          |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |
| Land South of Colchester Road, Weeley                   | u/k       | B1              |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |
| Tendring Central Garden Village Concept, Frating        | u/k       | B1, B2          |  |            |                  |                 |                 |                       |             |                       |             |                   |                 |

## Appendix C - Site Scoring System for Existing Employment Areas

|                          |  |  |
|--------------------------|--|--|
| Site Location and Access | Proximity to strategic highway network | <ul style="list-style-type: none"> <li>• Site adjacent to motorway junction – score 10</li> <li>• Site adjacent and with direct access to A120 – score 8</li> <li>• Site adjacent and with direct access to A133 – score 7</li> <li>• 0.5 km from A120 or A133 – score 6/5</li> <li>• Site 1.0 km from A120 or A133 – score 4</li> <li>• For each further half km distance from junction, reduce score by one point, i.e. any site 5.0 km or further from primary routes A120 or A133 junction scores zero.</li> </ul> |
|                          | Prominence                             | <ul style="list-style-type: none"> <li>• Site adjacent to, and visible from motorway junction – score 10/9</li> <li>• Site adjacent to, and visible from local A road – score 8/7</li> <li>• Site adjacent to, and visible from a major B road – score 6/5</li> <li>• Site has local prominence, e.g. within its industrial location – score 4/3</li> <li>• Site located in ‘backlands’ – score 2/1/0</li> </ul>   |
|                          | Public Transport                       | <ul style="list-style-type: none"> <li>• Site close to bus route (within 0.5 km) and near to rail station (within 2 km) – score 10</li> <li>• Site within 0.5 km of a bus route – score 5</li> <li>• Limited public transport – score 0</li> </ul>   |
|                          | Sequential test                        | <ul style="list-style-type: none"> <li>• Within urban area – score 10</li> <li>• Urban fringe (close to settlement development boundary) – score 7</li> <li>• Rural location (away from settlement development boundary) – score 3</li> </ul>  |
| Site Conditions          | Ability to Expand                      | <ul style="list-style-type: none"> <li>• Large choice of several sites available for growth – score 10</li> <li>• Some choice of sites available – score 7</li> <li>• Limited choice of sites available – score 5</li> <li>• Potential to expand to neighbouring sites, though no planning in place – score 3</li> <li>• Estate is at capacity and no neighbouring options available – score 0</li> </ul>  |
|                          | Access and Congestion                  | <ul style="list-style-type: none"> <li>• Subjective, score 0 to 10, considering: <ul style="list-style-type: none"> <li>• Sufficiency of car-parking</li> <li>• Congestion of internal roads</li> <li>• Entry to site</li> <li>• Appropriateness and capacity of roads leading to site</li> <li>• Turning capacity for heavy vehicles</li> </ul> </li> </ul>   |
|                          | Interface with Neighbouring Sites      | <ul style="list-style-type: none"> <li>• No neighbouring uses that would limit activities on site – score 10</li> <li>• Some potentially sensitive neighbouring uses but sufficient screening in place – score 7</li> <li>• Neighbouring uses are moderately impacted by site uses, mitigated by basic screening – score 5</li> <li>• Site is within a residential area and accessed through residential streets – score 0-2</li> </ul>  |
|                          | Building Quality and Condition         | <ul style="list-style-type: none"> <li>• High quality, modern premises in excellent state of repair – score 10</li> <li>• Modern premises in good condition – score 8/9</li> </ul>   |


|                          |  |  |
|--------------------------|--|--|
|                          |  | <ul style="list-style-type: none"> <li>• 1990's build in good or reasonable state of repair – score 6/7</li> <li>• Older stock in moderate state, requiring some upkeep – score 4/5</li> <li>• Dilapidated buildings, in need of refurbishment, not fit for purpose – score 0-3</li> </ul>   |
|                          | Site Amenity                           | <p>Subjective, score 0 to 10, considering:</p> <ul style="list-style-type: none"> <li>• Landscaping</li> <li>• Site layout</li> <li>• On-site services</li> </ul>  |
| Site Location and Access | Proximity to strategic highway network | <ul style="list-style-type: none"> <li>• Site adjacent to motorway junction – score 10</li> <li>• Site adjacent and with direct access to A120 – score 8</li> <li>• Site adjacent and with direct access to A133 – score 7</li> <li>• 0.5 km from A120 or A133 – score 6/5</li> <li>• Site 1.0 km from A120 or A133 – score 4</li> <li>• For each further half km distance from junction, reduce score by one point, i.e. any site 5.0 km or further from primary routes A120 or A133 junction scores zero.</li> </ul> |

# Appendix D - Site Scoring Results – Existing Employment Areas

| Site Name                                      | Size (ha) | Type  | Site Location and Access |            |                  |                 | Site Conditions   |                       |                                   |                                |              | Total (Max 90) |
|--|-----------|---|--------------------------|------------|------------------|-----------------|-------------------|-----------------------|-----------------------------------|--------------------------------|--------------|----------------|
|  |           |   | Strategic Road Proximity | Prominence | Public Transport | Sequential Test | Ability to Expand | Access and Congestion | Interface with Neighbouring Sites | Building Quality and Condition | Site Amenity |                |
| Ford Road (Newman) Industrial Estate, Clacton  | 2.1       | Small industrial estate                                   | 3                        | 3          | 10               | 10              | 3                 | 4                     | 2                                 | 5                              | 3            | 43             |
| Oakwood and Crusader Business Park, Clacton    | *38.07    | large industrial estate and business park                 | 2                        | 6          | 5                | 7               | 7                 | 7                     | 7                                 | 7                              | 7            | 55             |
| Gorse Lane Industrial Estate, Clacton          | 38.07     | large industrial estate and business park                 | 2                        | 5          | 5                | 7               | 7                 | 7                     | 7                                 | 8                              | 6            | 54             |
| Valleybridge Road Industrial Estate, Clacton   | 44.2      | Small industrial estate and business park                 | 4                        | 6          | 10               | 10              | 0                 | 6                     | 5                                 | 5                              | 5            | 51             |
| Oxford Road Industrial Estate, Clacton         | 9.61      | Trade counter, small office and industrial warehouses     | 7                        | 7          | 10               | 10              | 0                 | 3                     | 2                                 | 5                              | 2            | 46             |
| Sadds Yard, Clacton                            | 7.6       | Small industrial estate                                   | 6                        | 7          | 10               | 10              | 0                 | 2                     | 2                                 | 3                              | 2            | 42             |
| SATO Site, Valley Road, Harwich                | 2.2       | Single occupier industrial site                           | 3                        | 5          | 5                | 7               | 0                 | 4                     | 1                                 | 5                              | 3            | 33             |
| Durite Works, Valley Road, Harwich             | 1         | Single occupier industrial site                           | 3                        | 5          | 5                | 7               | 0                 | 4                     | 1                                 | 5                              | 3            | 33             |
| Europa Way, Harwich                            | 4.38      | Industrial estate   | 8                        | 8          | 10               | 10              | 7                 | 9                     | 7                                 | 7                              | 7            | 73             |
| Mercedes Site, Bathside Bay                    | 2.77      | Industrial estate   | 8                        | 8          | 10               | 7               | 5                 | 8                     | 10                                | 5                              | 5            | 66             |
| Kirby Cross Trading Estate, Kirby Cross        | 1         | Small industrial estate                                   | 0                        | 6          | 10               | 7               | 5                 | 5                     | 5                                 | 5                              | 5            | 48             |
| Harmer's Foundry, Walton on the Naze           | 1.12      | Small industrial estate with some offices                 | 0                        | 1          | 5                | 3               | 3                 | 2                     | 1                                 | 4                              | 1            | 20             |
| Lawford Dale Industrial Estate, Manningtree    | 18.77     | large industrial estate and business park                 | 0                        | 8          | 10               | 7               | 0                 | 6                     | 7                                 | 7                              | 7            | 52             |
| EDME Maltings, Mistley                         | 1.5       | Single occupier industrial site                           | 0                        | 6          | 10               | 7               | 0                 | 6                     | 5                                 | 6                              | 5            | 45             |
| Crisp Maltings, Mistley                        | 1.5       | Single occupier industrial site                           | 0                        | 4          | 10               | 7               | 3                 | 5                     | 5                                 | 6                              | 5            | 45             |
| Mistley Marine, Mistley                        | 0.9       | Small industrial estate                                   | 0                        | 4          | 10               | 7               | 3                 | 4                     | 5                                 | 4                              | 4            | 41             |
| Mistley Port, Mistley                          | 3.1       | Small industrial estate                                   | 0                        | 5          | 10               | 7               | 0                 | 4                     | 5                                 | 4                              | 4            | 39             |
| Morses Lane Industrial Estate, Brightlingsea   | 3.4       | Small industrial estate                                   | 0                        | 4          | 0                | 7               | 3                 | 7                     | 5                                 | 6                              | 6            | 38             |
| Shipyards Estate, Brightlingsea                | 1.74      | Small industrial estate                                   | 0                        | 3          | 0                | 7               | 3                 | 2                     | 5                                 | 3                              | 3            | 26             |
| Old Ipswich Road, Arleigh                      | N/a       | Small industrial estate                                   | 5                        | 7          | 0                | 3               | 5                 | 7                     | 7                                 | 6                              | 6            | 46             |
| Landswood Park, Elmstead Market                | 2.2       | Modern office park  | 7                        | 8          | 5                | 3               | 7                 | 9                     | 10                                | 10                             | 10           | 69             |
| Plough Road Centre, Great Bentley              | 2         | Small industrial estate with some office buildings        | 2                        | 2          | 10               | 7               | 5                 | 6                     | 5                                 | 7                              | 7            | 51             |
| Martell's Pit Industrial Estate, Arleigh       | 8.03      | Small industrial estate                                   | 1                        | 2          | 0                | 3               | 3                 | 2                     | 10                                | 4                              | 2            | 27             |
| Rice Bridge Industrial Estate, Thorpe le Soken | 1.47      | Small industrial estate with mix of industrial and office | 1                        | 6          | 10               | 3               | 3                 | 5                     | 10                                | 5                              | 5            | 48             |
| Frating  | 273       | Large scale distribution and smaller industrial premises  | 7                        | 8          | 5                | 3               | 7                 | 7                     | 10                                | 8                              | 7            | 62             |

## Appendix E - Allocated Sites Proformas

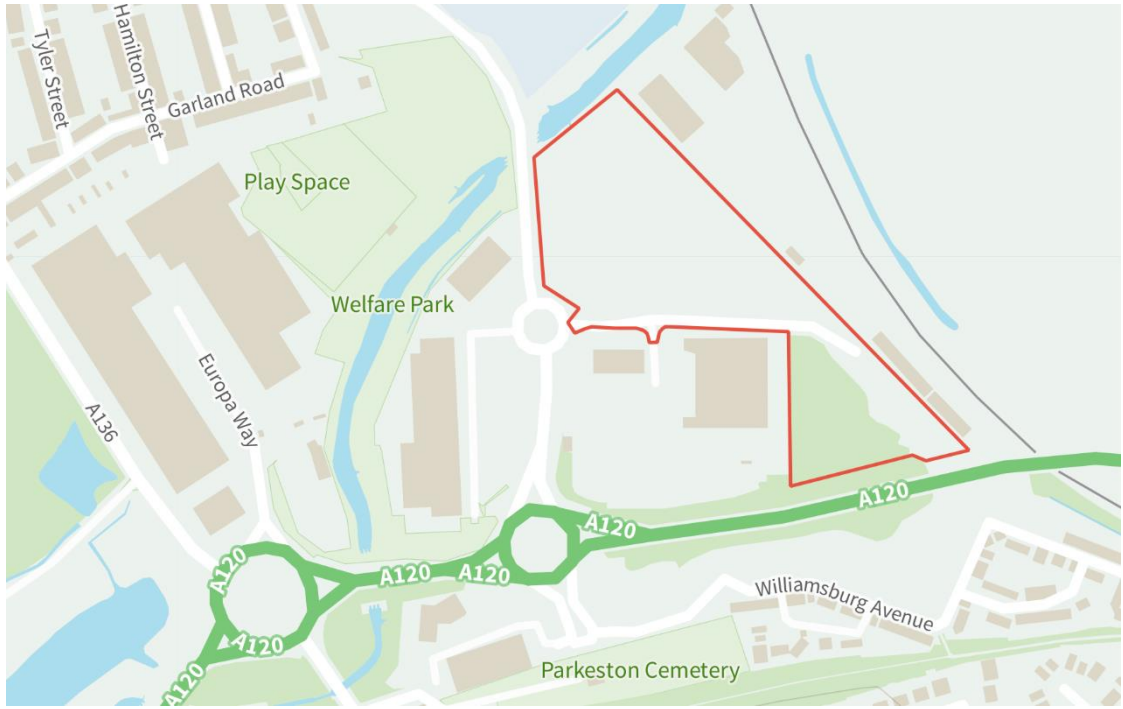
Table E.1 Land West of Carless Refinery, Parkeston

| Table E.1 Land West of Carless Refinery, Parkeston                                  |  |
|---|--|
|  |  |
| Site Name   | Land West of Carless Refinery, Parkeston   |
| Policy Reference  | SAE1   |
| Owner   | Multiple   |
| Agent   | N/a  |
| Size, ha  | 4.5  |
| Market Availability   | Not available – committed for refinery purposes  |
| Planning Status (Allocated Uses)  | Employment allocation in Emerging Local Plan. SAE1 identifies site as extension to existing refinery. No current planning application.                           |
| Proposal  | Extension to existing refinery – onto undeveloped land to the west which lies immediately south of the railway line and east of the Sewage Treatment Works.      |
| Constraints   | Partially treed, though mostly cleared<br><br>Development restricted to extension given health and safety requirements relating to the operation of the refinery |
| Comments  | Mostly flat site, alongside railway corridor.<br>Removed from sensitive uses.  |
| Likely development potential  | Appropriate for its intended use as an extension to existing refinery. Not likely to be developed for typical B-class employment buildings.                      |



|          |    |
|----------|----|
| Serviced | No |
|----------|----|

Table E.2 Stanton Europark

|   |   |
|---|---|
|  |   |
| Site Name   | Stanton Europark  |
| Policy Reference  | SAE7  |
| Owner   | Orion Land and Leisure  |
| Agent   | JLL   |
| Size, ha  | 3.3 (2-4 in Local Plan)   |
| Market Availability   | Marketed by JLL   |
| Planning Status (Allocated Uses)  | Employment allocation in Emerging Local Plan, for 2-4 ha B2/B8 along with retail and leisure. Lapsed planning consent for mixed B-class uses.   |
| Proposal  | A1, D2, B2/B8   |
| Constraints   | Sewage pipe crosses site<br>Sits within flood zone  |
| Comments  | Full site includes existing retail park uses. Vacant areas are flat and with good access. Close to port uses.   |
| Likely development potential  | Vacant areas appropriate for a mix of B-class, predominantly industrial and warehousing. Likely to be pressures for further retailing, rather than B-class uses. Recommended to protect for B-class uses. |

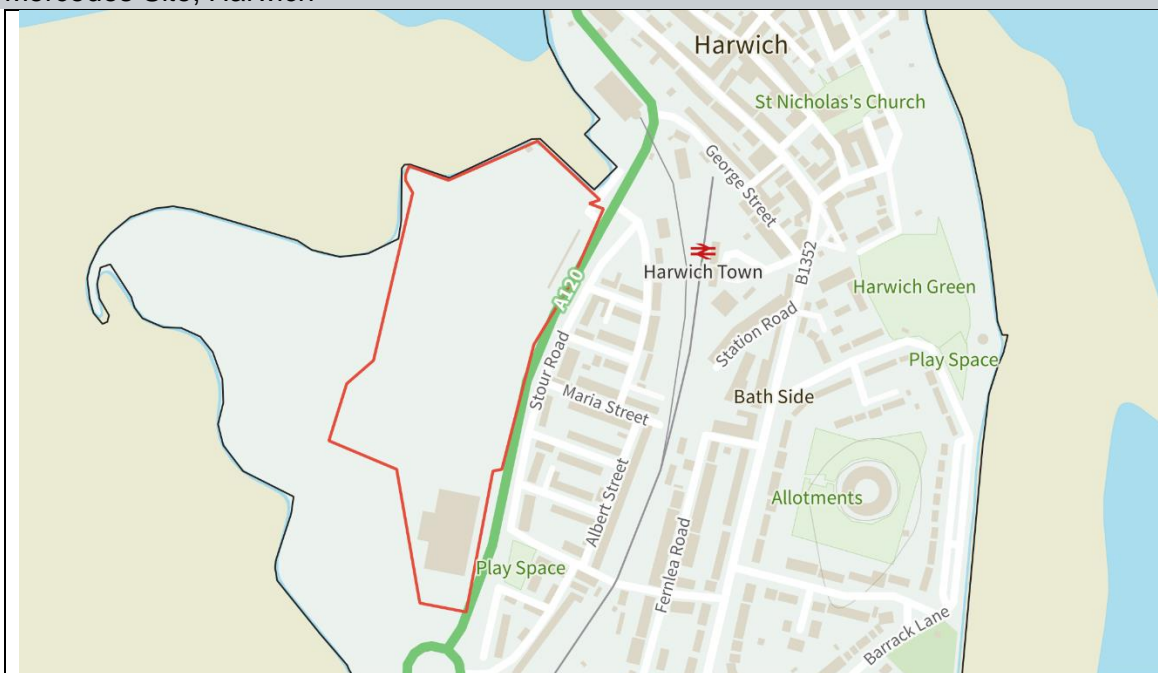
|          |            |
|----------|------------|
| Serviced | Yes (Part) |
|----------|------------|

Table E.3 Tendring Colchester Borders Garden Community

| Table E.3 Tendring Colchester Borders Garden Community |   |
|--|---|
|  |   |
| Site Name  | Tendring Colchester Borders Garden Community  |
| Policy Reference                                       | SP8   |
| Owner  | Multiple (controlled by two parties)  |
| Agent  | North Essex Garden Communities  |
| Size, ha   | 700 approx (of which 6.0 are indicated for employment use in the Tendring Local Plan).  |
| Market Availability                                    | Not available   |
| Planning Status (Allocated Uses)                       | Broad location for 7,000-9,000 home Garden Community in Emerging Local Plan crossing the Tendring/Colchester administrative boundary. It is envisaged that 2,500 homes (split 50:50 between Tendring and Colchester) will be built up to 2033 and the Tendring Local Plan envisages 6ha of employment land will be delivered. |
| Proposal   | Broad area identified in Emerging Local Plan for 1,250 dwellings and employment uses.   |
| Constraints  | Requires significant further investigations to determine landholdings and develop masterplans.  |
| Comments   | N/a   |
| Likely development potential                           | Appropriate to incorporate an employment element. Employment land should have high visibility and access to A120 and/or A133. Would need to ensure that residential developments do not preclude development of employment uses.  |

|          |    |
|----------|----|
| Serviced | No |
|----------|----|

## Mercedes Site, Harwich



|                                  |   |
|----------------------------------|---|
| Site Name                        | Mercedes Site, Harwich  |
| Policy Reference                 | SAE4  |
| Owner                            | Harwich International Port Ltd  |
| Agent                            | N/a   |
| Size, ha                         | 3.0   |
| Market Availability              | Not available   |
| Planning Status (Allocated Uses) | <p>Employment allocation in Emerging Local Plan.</p> <p>Planning permission has already been granted for open air storage and distribution, an office, welfare facilities in the form of porta cabins the installation of perimeter and lighting towers on the site.</p> <p>The Mercedes site is included within the larger boundary of the proposed Bathside Bay development. The wider Bathside Bay project has secured planning permission which is subject to a condition that development must be commenced before 2021 (10/0202/FUL).</p> |
| Proposal                         | Emerging Local Plan states that site has potential for intensification of current uses, including potential for open storage and warehouses (5,000 sqm).  |
| Constraints                      | <p>Sits within flood zone</p> <p>Known ground stability issues</p> <p>Potentially contaminated land</p>   |
| Comments                         | Access into the site is from the north east boundary via the A120. Much of the site is used for storage and   |

|                              |   |
|------------------------------|---|
|                              | <p>therefore offers room for intensification of the existing proximal port facilities.</p> <p>Flat site, which is currently majority let to Grange fencing on a ten year lease.</p> <p>Some open storage. Appropriate for storage and warehousing to support the port uses.</p> |
| Likely development potential | Existing employment site should be protected.   |
| Serviced                     | Yes   |

Table E.4 South of Thorpe Road, Weeley


| Table E.4 South of Thorpe Road, Weeley   |  |
|--|--|
|  |  |
| Site Name  | South of Thorpe Road, Weeley   |
| Policy Reference   | SAMU5  |
| Owner  | Rose Builders (Properties) Ltd   |
| Agent  | N/a  |
| Size, ha   | 1.0  |
| Market Availability  | Not available  |
| Planning Status (Allocated Uses)   | Mixed-use development allocation in Emerging Local Plan including 280 dwellings, 1ha of employment land, open space and primary school. Planning application refused by the Council in 2018 and an appeal has been lodged. A new application has been submitted to the Council and is expected to be determined in 2019. |
| Proposal   | <p>Outline planning currently under consideration, including up to 3,000 of B1 offices.</p> <p>Rose Builders looking to bring employment site forward in the period 2020-25 and report no physical constraints.</p> <p>They would look to develop small office suites.</p>   |
| Constraints  | N/a  |
| Comments   | N/a  |
| Likely development potential   | Appropriate for intended B1 office suites of a small scale, although likely to be only a limited market in this location, as established by the developer themselves.  |
| Serviced   | No   |

Table E.5 Land South of Long Road, Mistley

| Table E.5 Land South of Long Road, Mistley |  |
|--|--|
|  |  |
| Site Name                                  | Land South of Long Road, Mistley   |
| Policy Reference                           | SAE2   |
| Owner                                      | City & Country   |
| Agent                                      | Strutt & Parker  |
| Size, ha                                   | 2.0  |
| Market Availability                        | Informally marketing through Strutt & Parker   |
| Planning Status (Allocated Uses)           | Employment allocation in Emerging Local Plan. Outline permission for 2 ha of employment land and 300 dwellings.  |
| Proposal                                   | “Current application to increase dwellings to 485 (and to retain employment land) refused by the Council but is the subject of an appeal to be determined in 2019.   |
| Constraints                                | Poor access via country roads (including south-east corner of site, where intended employment uses would be located) – this would require upgrade to Clacton Rd/Dead Ln intersection and access points.  |
| Comments                                   | Flat, vacant land. Landholder reports to significant constraints and that they would not build employment uses speculatively. Currently informally marketing the site for employment, but no firm interest.  |
| Likely development potential               | Employment uses would be removed from similar uses elsewhere in Manningtree/Mistley. Development potential is for very small units – offices and workshops. 2ha of employment land is likely to be a long-term prospect. Question over viability and developability given existing narrow access |
| Serviced                                   | No   |



Table E.6 EDME Maltings



| Table E.6 EDME Maltings  |   |
|--|---|
|  |   |
| Site Name  | EDME Maltings   |
| Policy Reference   | SAMU1   |
| Owner  | EDME  |
| Agent  | N/a   |
| Size, ha   | 0.13  |
| Market Availability  | Not currently available   |
| Planning Status (Allocated Uses)   | Mixed-use development allocation in Emerging Local Plan including 150 dwellings and at least 0.13 ha to be retained for employment. Local Plan states that this retained area should match current employment levels of full site. The Thorn Quay Warehouse site north of the High Street has been demolished and planning permission for a new building comprising 45 dwellings, quay level warehouse floorspace, office floorspace and car parking provision. |
| Proposal   | Emerging Local Plan anticipates the redevelopment of this site, with the relocation of EDME. Redevelopment requires masterplanning which should identify and support employment for the site.   |
| Constraints  | Potentially restrictive access.   |
| Comments   | Site split over two plots – the smaller plot to the north of High Street fronting on to the River Stour and the larger plot to the south of High Street.  |
| Likely development potential   | Development potential is likely to be for small scale office units on site, as part of the mixed-use redevelopment.   |
| Serviced   | Yes   |

Table E.7 Lanswood Park, Elmstead

|  |  |
|--|--|
|  |  |
| Site Name  | Lanswood Park, Elmstead  |
| Policy Reference   | SAE3   |
| Owner  | Lanswood Ltd   |
| Agent  | N/a  |
| Size, ha   | 1.2  |
| Market Availability  | Not available  |
| Planning Status (Allocated Uses)   | Employment allocation in Emerging Local Plan. Lanswood Park is an existing high quality, semi-rural commercial development situated to the south of the A133 between Elmstead Market and Frating. This land also has outline planning permission for three additional buildings.   |
| Proposal   | Phases 1 and 2 form a business centre offering commercial and office floorspace. The 3 <sup>rd</sup> phase has been completed and let. Phases 4 and 5 remain to be developed. Given the on-going success of employment development at this site, it is proposed to extend the existing extent of employment land by way of a further allocation. The developers are currently discussing the potential to expand the business park by a further 2.5ha accommodating around 12,000 sqm additional commercial space. |
| Constraints  | Requires infrastructure investment to open up further stages of Lanswood Park, notably increasing electricity capacity. This is an abnormal cost and yields realised from employment sites in Tendring may not be sufficient to bear this cost, potentially making further phases unviable.  |

|                              |  |
|------------------------------|--|
| Comments                     | N/a  |
| Likely development potential | Roll-out of further employment stock, similar to existing uses at Lanswood Park.<br>Potential for low impact, light industry workshops or hybrid office/industrial spaces to broaden uses. |
| Serviced                     | No   |

# Appendix F - Maps for Other Potential Sites

Figure 9.1 Lanswood Park, Elmstead Market



Figure 9.2 Clip Hedge Farm, Little Bentley



Figure 9.3 Lifehouse, Thorpe-le-Soken



Figure 9.4 Land South of Manheim, Frating



Figure 9.5 Colchester Road, South Weeley



Figure 9.6 Tendring Central, Frating

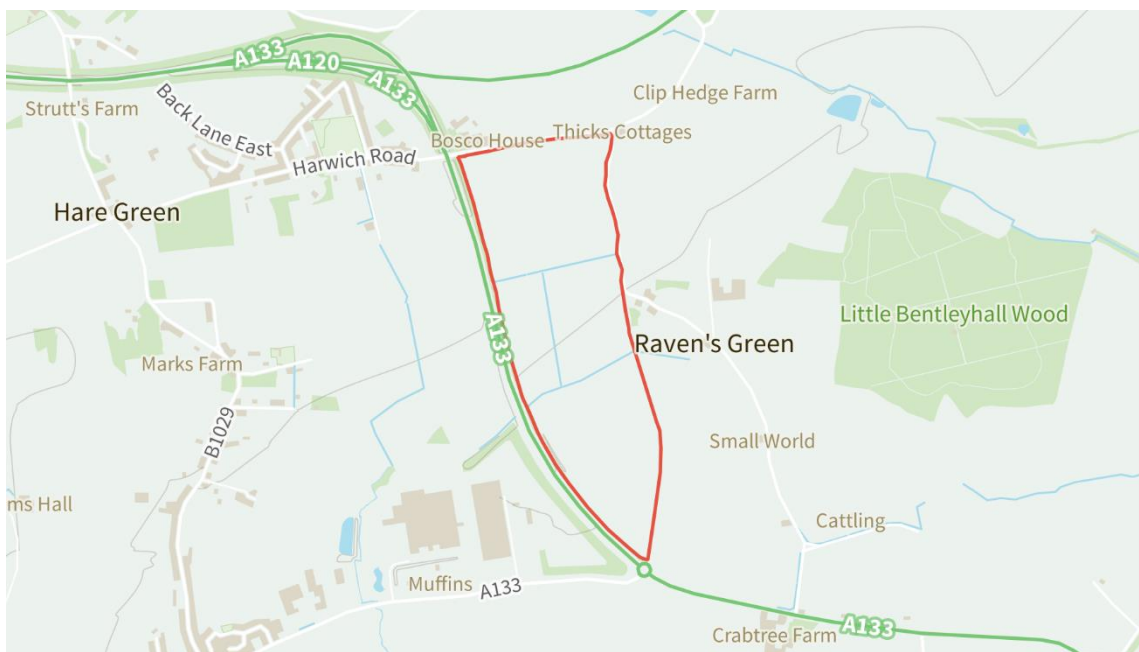


Figure 9.7 Oakwood Park, Clacton



Figure 9.8 Colchester Road, North Weeley (Employment Part Only)



Figure 9.9 Horsley Cross (Tendring Euro Park), Horsley Cross



Figure 9.10 Hartley Gardens, Clacton





Figure 9.11 Plough Road, Great Bentley



Figure 9.12 Crown Business Centre, Ardleigh

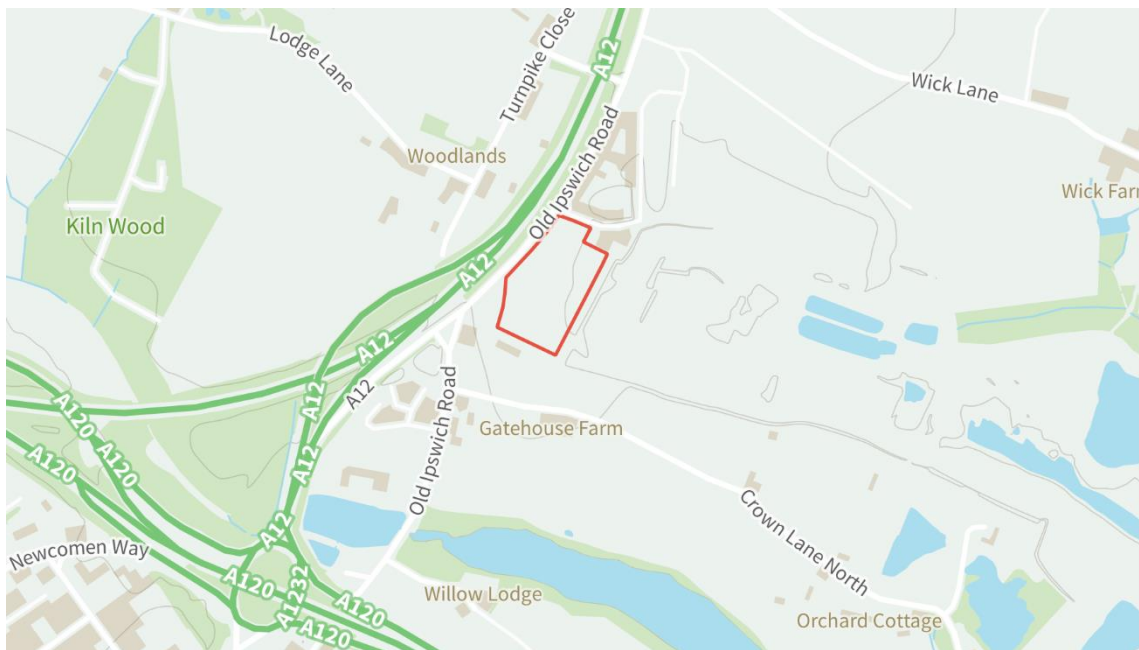


Figure 9.13 Harwich Valley, Harwich



Figure 9.14 Dale Hall, Lawford



Figure 9.15 Brookpark, West Clacton



Figure 9.16 North of Brookpark, West Clacton

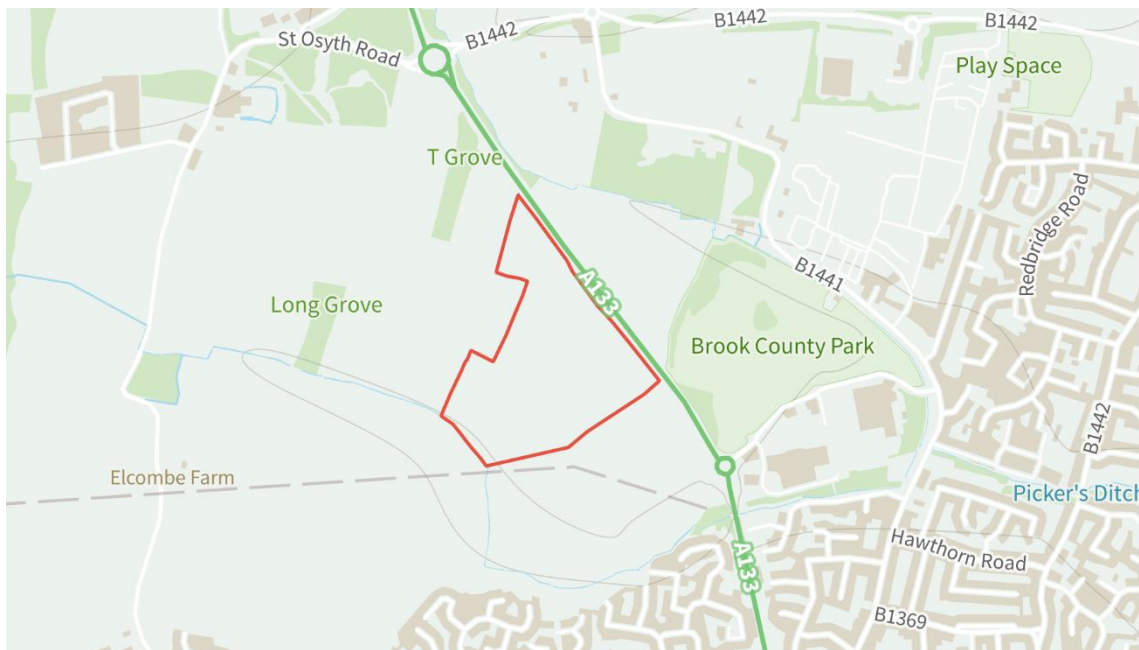


Figure 9.17 A120 West of Little Bentley

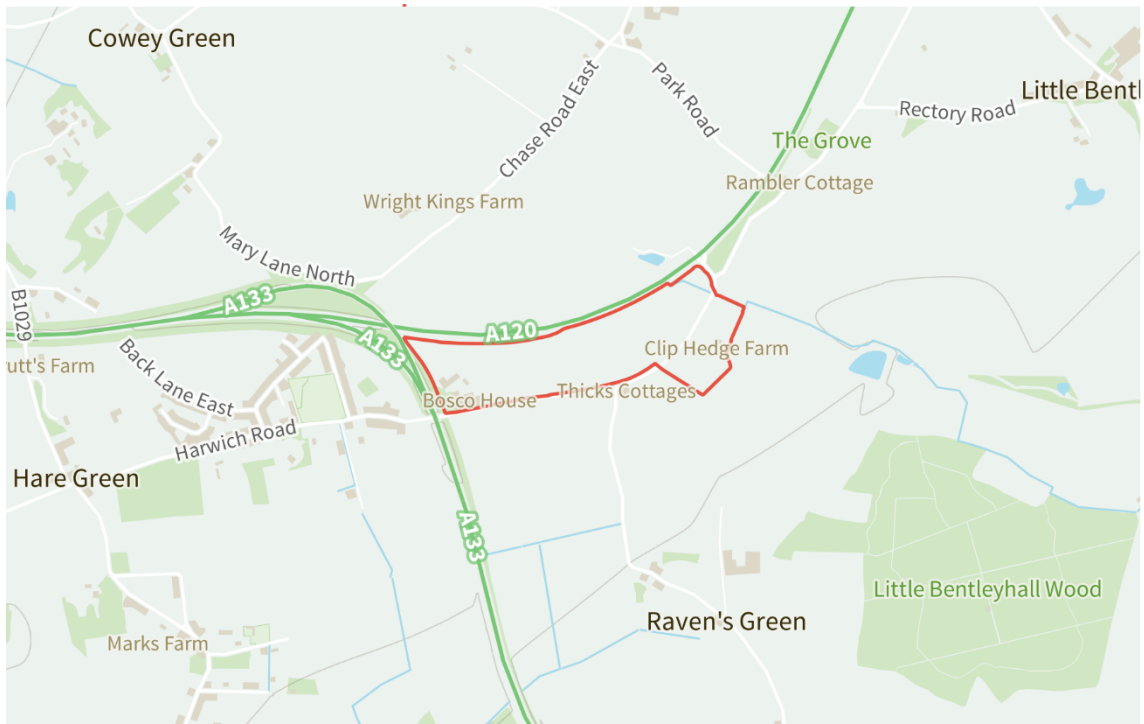
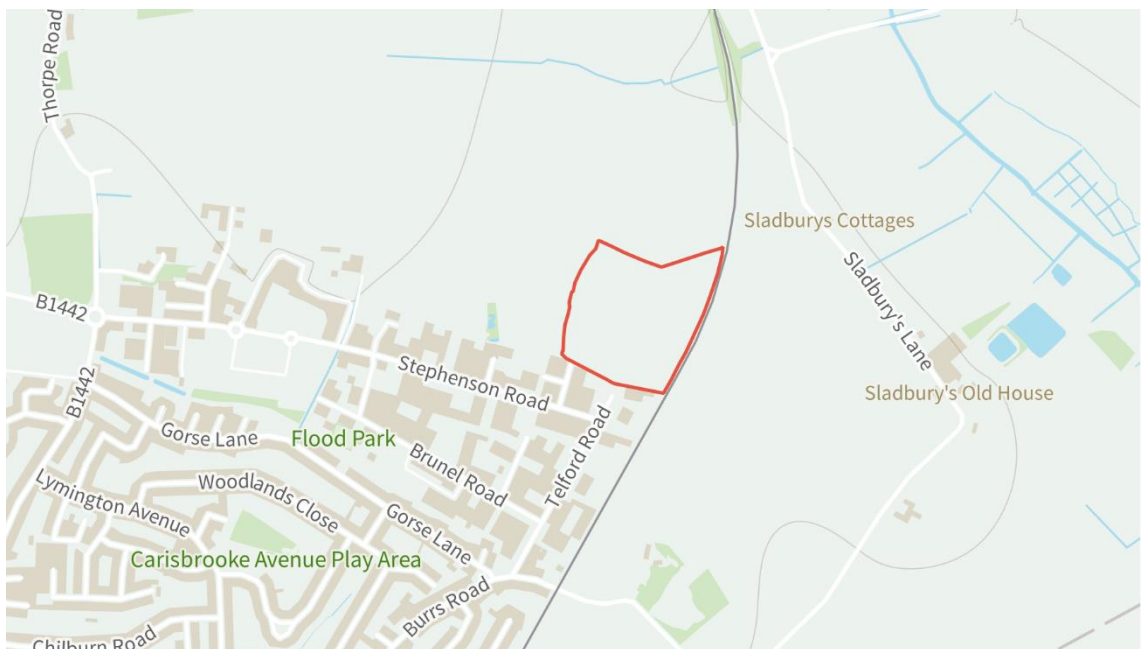


Figure 9.18 Telford Road Clacton



Source

# Appendix G - Employment Area Proformas

Table G.1 Ford Road (Newman) Industrial Estate, Clacton

| Table G.1 Ford Road (Newman) Industrial Estate, Clacton |  |
|---|--|
|   |  |
| Name  | Ford Road (Newman) Industrial Estate, Clacton.   |
| Description   | Small industrial estate close to the Town Centre. Primarily older, lower quality light industrial units, some with some substantial yard space. High rate of occupation across the site. |
| Key Occupier(s)   | R. Dillon Builder Contractors<br>D E Simpsons MOT<br>RTS Garage<br>Dalau   |
| Prominence  | Bounded by high-density residential area, with allotments to the south   |
| Current Use (Use Classes)                               | B1, B2   |
| Size, ha  | 2.1  |
| Building Age Range                                      | 40 years +   |
| Average Building Quality                                | Generally low quality historic units   |


|  |   |
|--|---|
| Constraints                                | Limited access via residential roads  |
| Critical Mass                              | Established industrial site within an otherwise residential area. Primarily mechanical and car uses on site.                        |
| Opportunities for redevelopment/ expansion | Some units provided with good yard space which may see future development, however no further remaining land on site for expansion. |
| Score (Max 90) / Recommendations           | 43  |

**Table G.2 Oakwood and Crusader Business Park, Clacton**

|                           |   |
|---------------------------|---|
|                           |   |
| Name                      | Oakwood and Crusader Business Park, Clacton.  |
| Description               | <p>Large employment area comprised of Oakwood in the north (industrial) and Crusader in the south (office, industrial).</p> <p>Oakwood Park includes larger industrial units of average/good quality and high occupation rates.</p> <p>Crusader includes smaller industrial premises and office developments.</p> |
| Key Occupier(s)           | <p>Bookers Wholesale</p> <p>Bentley Glass</p> <p>Crusader Holidays</p>  |
| Prominence                | Strong prominence with good access off Thorpe Rd/B1442 roundabout   |
| Current Use (Use Classes) | B1(a), B1(c), B2, B8  |

|  |   |
|--|---|
| Size, ha                                   | Part of Gorse Lane Industrial Estate (38.07)  |
| Building Age Range                         | 1990s/Modern  |
| Average Building Quality                   | Generally good quality  |
| Constraints                                | <p>No visible constraints</p> <p>SAMU3 site to the north includes a watercourse which crosses the site. The Local Plan indicates that any development on site should include early engagement with Anglian Water to ensure that sufficient capacity in the local foul water system is created to accommodate the new development.</p> |
| Critical Mass                              | Within well-established employment area. Strong occupancy and good supply. Clacton Shopping Village is located immediately to the east.   |
| Opportunities for redevelopment/ expansion | <p>Current site fully developed.</p> <p>Land to the north is allocated as site SAMU3, albeit with no part allocated for employment.</p> <p>This area has seen the most recent additional development with some additional units being provided off Fowler Rd.</p>   |
| Score (Max 90) / Recommendations           | 55  |

Table G.3 Gorse Lane Industrial Estate, Clacton

| Table G.3 Gorse Lane Industrial Estate, Clacton                                    |  |
|--|--|
|  |  |
| Name   | Gorse Lane Industrial Estate, Clacton  |
| Description  | Significant, operational employment area and Clacton's largest. More established than nearby Oakwood. Mix of smaller terraced and larger, two-storey industrial/warehouse units, with some historically lost to other uses (e.g. gym and children's play area) |
| Key Occupier(s)  | Dura Composites<br>TMB Suite and Sofa Centre<br>First Group depot  |
| Prominence   | Strong prominence with good access off Thorpe Rd/B1442 roundabout  |
| Current Use (Use Classes)  | B1(a), B1(c), B2, B8   |
| Size, ha   | 38.07  |
| Building Age Range   | 40 years +/-some modern  |
| Average Building Quality   | Some good quality industrial units, with a number of lower quality units. Strong level of occupancy however, with no visible vacancy.  |
| Constraints  | Access to allocated strategic development site.<br>Some historic units<br>A number of units on the estate are in use by non-traditional employment uses. Whilst these provide amenities on site (e.g. gym and children's play centres)                         |



|  |   |
|--|---|
|  | there has been a reduction in floorspace for traditional employment uses.   |
| Critical Mass                              | Greater critical mass than nearby Oakwood, however much higher density.   |
| Opportunities for redevelopment/ expansion | Sits to the south of the Oakwood Park Strategic Development allocation off Telford Road (6.8 ha).<br>Question over suitable access to be raised via current highways. |
| Score (Max 90) / Recommendations           | 54  |

Table G.4 Valleybridge Road industrial Estate, Clacton

| Table G.4 Valleybridge Road industrial Estate, Clacton |  |
|--|--|
|  |  |
| Name   | Valleybridge Road Industrial Estate, Clacton   |
| Description  | <p>Mix of larger retail at the entrance off Valley Road in converted industrial units, with traditional industrial estate occupying the remainder of site. Brick/faded clad facades. High occupancy levels.</p> <p>Some office content in the eastern section of the site.</p> |
| Key Occupier(s)  | <p>Farmfoods</p> <p>The Range</p> <p>Prestige</p> <p>Kennedy House (NHS)</p>   |
| Prominence   | Good visibility off B1027.   |
| Current Use (Use Classes)                              | B1(a), B1(c), B2, B8, A1.  |
| Size, ha   | 44.2   |
| Building Age Range                                     | 1970s/80s (B-class)/Modern (A-class)   |
| Average Building Quality                               | <p>Generally good to average quality. No new build. Electricity sub-station in the centre of the industrial premises.</p> <p>Average office quality, with well-presented however aging brick facades.</p>  |
| Constraints  | <p>Electricity sub-station.</p> <p>Access narrow in parts.</p>   |

|   |   |
|---|---|
|   | Entrance/exit on to busy B1027.                       |
| Critical Mass                                 | Well established industrial area with good occupancy. |
| Opportunities for redevelopment/<br>expansion | No on site opportunities for expansion                |
| Score (Max 90) / Recommendations              | 51  |

Table G.5 Oxford Road Industrial Estate, Clacton

| Table G.5 Oxford Road Industrial Estate, Clacton |  |
|--|--|
|  |  |
| Name   | Oxford Road Industrial Estate, Clacton   |
| Description                                      | Irregular layout comprising a row of trade counter uses with more traditional industrial units to the North.<br>ASDA store at the northern-most point                        |
| Key Occupier(s)                                  | Travis Perkins<br>Topps Tiles<br>Nico  |
| Prominence                                       | Runs adjacent to railway and Oxford Road. Good prominence given the nature of layout   |
| Current Use (Use Classes)                        | A1, B1(a), B2  |
| Size, ha   | 9.61   |
| Building Age Range                               | 40 years +   |
| Average Building Quality                         | Generally average, single-storey trade counter uses, however some with updated facades improving appearance.<br>Larger units in the north of good quality, however historic. |
| Constraints                                      | Site runs adjacent to busy road with strong traffic activity and narrow access causing some issues for HGV vehicles  |
| Critical Mass                                    | Well established employment area with strong tenants in the north.   |

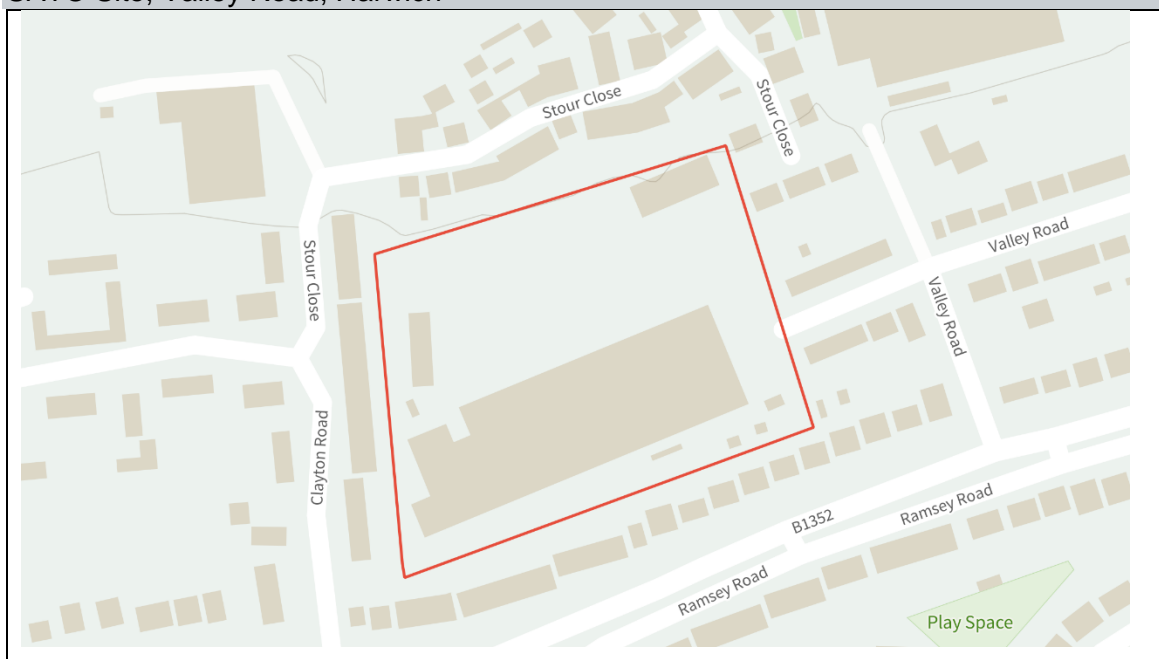
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|---|---|
| <p>Opportunities for redevelopment/<br/>expansion</p> | <p>The Silvertown site is the subject of Local Plan representations and a number of unsuccessful planning applications to revert to residential.</p> <p>Pressure for residential development in recent years with some land lost to 100% residential and other land lost to mixed commercial/residential.</p> |
| <p>Score (Max 90) / Recommendations</p>               | <p>46</p>   |

Table G.6 Sadds Yard, Clacton

| Table G.6 Sadds Yard, Clacton |   |
|-------------------------------|---|
|                               |   |
| Name                          | Sadds Yard, Clacton   |
| Description                   | Low quality primarily terraced light industrial units. Smaller employment area previously allocated in the emerging Local Plan for mixed-use development. Some vacancy. |
| Key Occupier(s)               | <p>ABC Scrap Metals</p> <p>ACP Landscapes</p> <p>AJs Motorcycles</p> <p>Crown Joinery</p> <p>Eurocar Services</p>   |
| Prominence                    | Access off Skelmersdale Road, however set back behind residential premises  |
| Current Use (Use Classes)     | B1, B2  |
| Size, ha                      | 40 years +  |
| Building Age Range            | 1.6   |
| Average Building Quality      | Generally poor, terraced units.   |
| Constraints                   | <p>Narrow compromised access to site.</p> <p>Nearby highways not tuned towards heavier, industrial traffic</p>  |
| Critical Mass                 | Generally well occupied with significant site density, however bounded by existing residential.   |

|   |   |
|---|---|
| <p>Opportunities for redevelopment/<br/>expansion</p> | <p>Could only work as redevelopment, rather than expansion given the current site density.</p> <p>The site was identified in a previous Town Centre regeneration plan as a potential 'opportunity site' for redevelopment alongside the upgrading and improvement of the railway station.</p> |
| <p>Score (Max 90) / Recommendations</p>               | <p>42</p>   |


## SATO Site, Valley Road, Harwich



|   |  |
|---|--|
| Name                                      | SATO Site, Valley Road, Harwich  |
| Description                               | Single business site occupied by SATO, a labelling company. Self-contained site, generally bound by residential use. The site incorporates a historic factory, which SATO intend to redevelop for housing, as well as a new facility and significant greenspace. |
| Key Occupier(s)                           | SATO   |
| Prominence                                | Sits within residential area and bounded on all sides.   |
| Current Use (Use Classes)                 | B2, B8   |
| Size, ha                                  | 2.2  |
| Building Age Range                        | 1970s/80s, plus modern unit  |
| Average Building Quality                  | Good quality premises in full operation.   |
| Constraints                               | Poor prominence and generally restricted access around residential premises off Valley Road<br><br>Potential noise issue depending on redevelopment<br><br>No other visible constraints  |
| Critical Mass                             | Single site occupier, however in captive area for new residential development as planned.  |
| Opportunities for redevelopment/expansion | Old factory to be redeveloped with 38 homes.   |
| Score (Max 90) / Recommendations          | 33   |




Table G.7 Durite Works, Valley Road, Harwich



|   |  |
|---|--|
| Name                                      | Durite Works, Valley Road, Harwich   |
| Description                               | Single business site occupied by Durite. Self-contained and generally bound by residential use. Site incorporates existing Durite facility, with a small level of associated greenspace. |
| Key Occupier(s)                           | Durite   |
| Prominence                                | Sits within residential area and bounded on all sides.   |
| Current Use (Use Classes)                 | B2, B8   |
| Size, ha                                  | 1.0  |
| Building Age Range                        | 1970s/80s  |
| Average Building Quality                  | Good quality premises in full operation.   |
| Constraints                               | Potentially restricted access around residential premises<br>Potential noise issue depending on redevelopment<br>No other visible constraints.   |
| Critical Mass                             | Single site occupier, however in captive area for new development.   |
| Opportunities for redevelopment/expansion | Some capacity for expansion on current site, otherwise bounded by residential to the south and west.<br>Harwich Valley development site located to the North.                            |

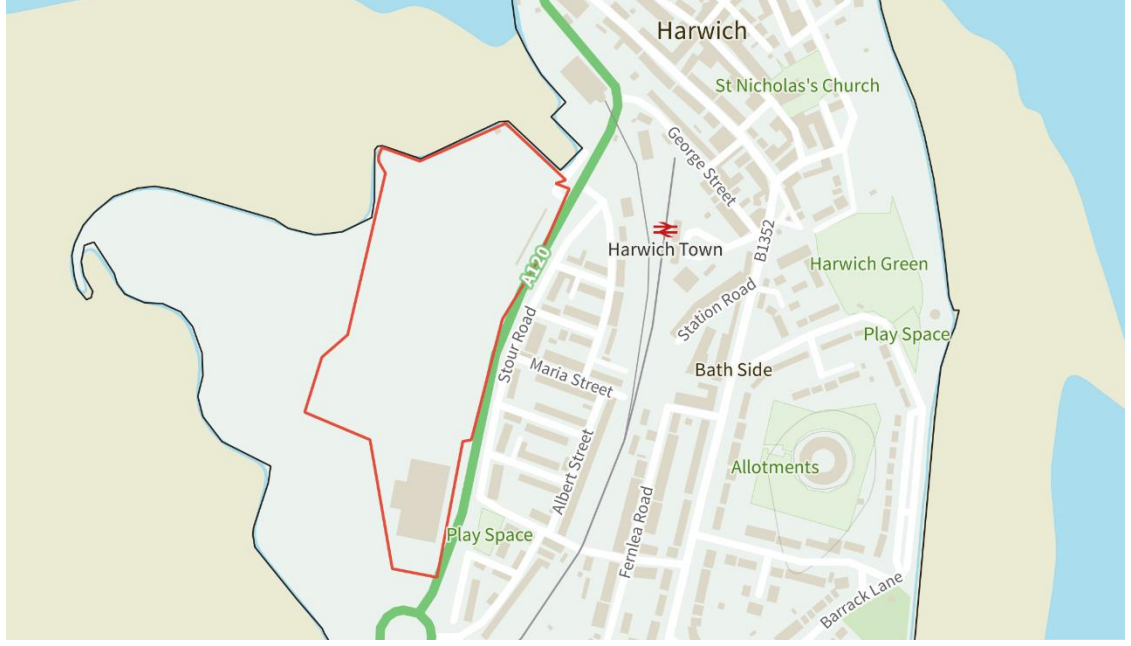
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|----------------------------------|--|
|                                  | Business controls some land to the north and might be interested in a 'SATO-style' land swap (i.e. new replacement factory and some houses). |
| Score (Max 90) / Recommendations | 33   |

Table G.8 Europa Way, Parkeston



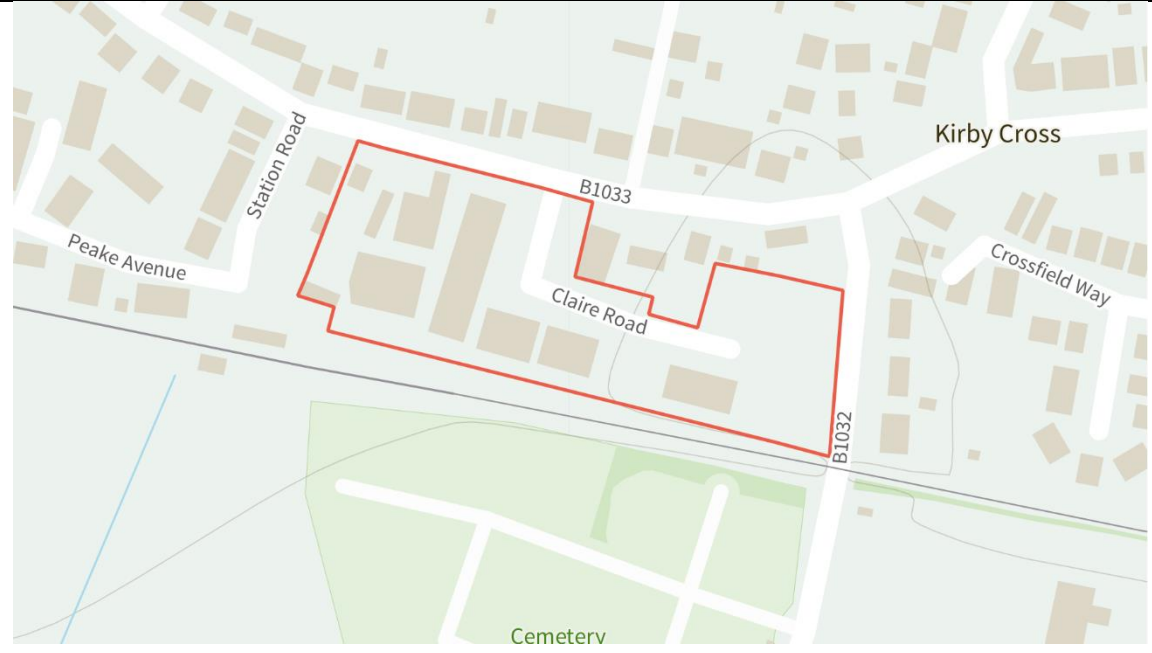
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|---|---|
| Name                                      | <i>Europa Way, Parkeston</i>  |
| Description                               | Established employment area. Site comprises five separate industrial/warehouse building with appropriate yard areas.<br><br>Good prominence and strategic location (both highway and port) with access directly off the A120. |
| Key Occupier(s)                           | Surya Foods   |
| Prominence                                | Good access off A120.   |
| Current Use (Use Classes)                 | B2, B8  |
| Size, ha                                  | 4.38  |
| Building Age Range                        | 1980s   |
| Average Building Quality                  | Good quality units, well occupied.  |
| Constraints                               | Potential flood risk issues   |
| Critical Mass                             | Within well-established employment area and well occupied. Located near a number of large retail options, with Harwich Port to the North.   |
| Opportunities for redevelopment/expansion | No visible options for expansion on site.<br><br>Vacant land to the east and west.  |
| Score (Max 90) / Recommendations          | 73  |

Table G.9 Mercedes Site, Bathside Bay

| Table G.9 Mercedes Site, Bathside Bay  |   |
|--|---|
|  |   |
| Name   | Former Mercedes Site, Bathside Bay  |
| Description  | <p>The site comprises flat, open land which has the potential for open storage, as well as a large industrial warehouse of around 5,000 sqm</p> <p>The majority of the site is under use as timber yard (fencing)</p>                 |
| Key Occupier(s)  | Formerly Mercedes   |
| Prominence   | Strong prominence off A120.   |
| Current Use (Use Classes)  | B2  |
| Size, ha   | 2.77  |
| Building Age Range   | 1970s/80s   |
| Average Building Quality   | Although site is primarily vacant, the Premier Labellers facility is of average quality   |
| Constraints  | The Local Plan indicates that the site sits within a flood zone and has known ground stability issues, as well as potentially being contaminated. Any planning application must therefore show how such constraints can be mitigated. |
| Critical Mass  | Site sits further east in isolation from Stanton Europark and Europa Way.   |
| Opportunities for redevelopment/expansion  | Much of the site is used for storage and therefore offers room for intensification of the existing proximal port facilities.  |

|   |  |
|---|--|
|   | <p>The wider Bathside Bay project has secured planning permission which is subject to a condition that development must be commenced before 2021 (10/0202/FUL). It is considered that the Mercedes site will aid the enabling of this permission by providing a site for the relocation of an existing small boat quay, as well as further facilities.</p> |
| <p>Score (Max 90) / Recommendations</p> | <p>66</p>  |


Table G.10 Kirby Cross Trading Estate, Clare Road, Kirby Cross



|   |  |
|---|--|
| Name                                      | Kirby Cross Trading Estate, Clare Road, Kirby Cross  |
| Description                               | Small industrial employment area comprising a good range of one and two-storey industrial units. Occupiers appear generally historic, with tenants geared towards MOT/servicing and car body repairs.                      |
| Key Occupier(s)                           | Kirby Cross MOT Centre<br>The Complete Home Improvement Company<br>JCW Car Body Repairs  |
| Prominence                                | Located off B1033, however sits within an otherwise residential area   |
| Current Use (Use Classes)                 | B1(c), B2  |
| Size, ha                                  | 1.0  |
| Building Age Range                        | 1960s/70s  |
| Average Building Quality                  | Generally average terraced industrial units, supplemented by some relatively good quality larger industrial premises.  |
| Constraints                               | No visible constraints   |
| Critical Mass                             | Small, fully occupied yet well-established employment area.  |
| Opportunities for redevelopment/expansion | There is vacant land at the eastern end of the site which has been allocated for employment use in previous versions of the Local Plan. There have been unsuccessful attempts to obtain planning permission for a discount |

|                                  |   |
|----------------------------------|---|
|                                  | food store, but little commercial interest otherwise.<br>Access to land is however not compromised. |
| Score (Max 90) / Recommendations | 48  |


Table G.11 Harmer's Foundry, Walton on the Naze

| Table G.11 Harmer's Foundry, Walton on the Naze                                    |   |
|--|---|
|  |   |
| Name   | Harmer's Foundry, Walton on the Naze  |
| Description  | Poor quality industrial area primarily occupied by scrap and timber merchants. No visible vacancies, with occupants generally comprising historic tenancies.  |
| Key Occupier(s)  | A1 Walton Salvage<br>Elite Fencing & Timber Mills   |
| Prominence   | Located off Hall Lane, but with very little prominence from the entrance road   |
| Current Use (Use Classes)  | B1(a), B1(c), B2  |
| Size, ha   | 1.12  |
| Building Age Range   | 40 years +  |
| Average Building Quality   | Poor quality historic units and industrial yard space.<br><br>One single example of a recent good quality industrial unit, within the bounds of Elite Fencing & Timber Mills.<br><br>Small, poor quality, single storey office at entrance. |
| Constraints  | Narrow access on tight bend<br><br>Poor estate road surface<br><br>Heavy industrial – scrap and recycling uses – have led to poor quality conditions on the estate.   |
| Critical Mass  | Fully occupied, high-density site in an otherwise residential area  |



|   |  |
|---|--|
| <p>Opportunities for redevelopment/<br/>expansion</p> | <p>No current expansion opportunities within the bounds of current employment area.</p> <p>Bounded to the north and south by areas of heavily wooded land.</p> |
| <p>Score (Max 90) / Recommendations</p>               | <p>20</p>  |


Table G.12 Lawford Dale Industrial Estate, Manningtree



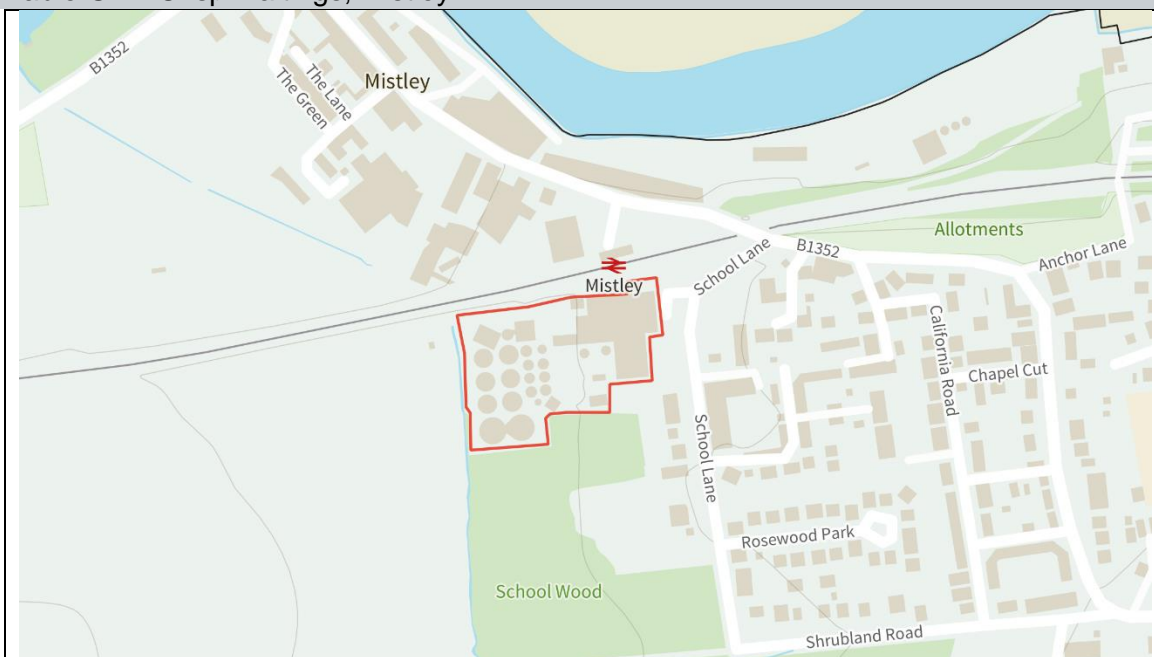
|                           |   |
|---------------------------|---|
| Name                      | Lawford Dale Industrial Estate, Manningtree   |
| Description               | Moderate/good quality industrial location comprising a number of different schemes. Some office content, however primarily an industrial location.  |
| Key Occupier(s)           | Manningtree Tiles and Flooring<br>Williams Newman Joinery<br>AMC Prestige Cars<br>Pultrex<br>Frutarom UK (occupying 10 individual neighbouring units)<br>Occupiers appears to need to take multiple adjoining units, presumably due to lack of larger options |
| Prominence                | Strong prominence off B1352   |
| Current Use (Use Classes) | B1(a), B1(c), B2  |
| Size, ha                  | 18.77   |
| Building Age Range        | 1970s/80s   |
| Average Building Quality  | Generally good to average quality industrial and terraced office space.<br>Some poor examples of historic vacancies   |
| Constraints               | Entrance via busy B1352 appears an intermittent issues for larger HGVs<br>Some areas of estate road are in need of repair   |

|   |   |
|---|---|
|   | Estate split by railway track (bridge) which is low and restricting to larger commercial vehicles   |
| Critical Mass                                 | Well occupied and strong, well-established employment area.   |
| Opportunities for redevelopment/<br>expansion | <p>Small parcel of land in the north of the site, to the east of Ace Auto Salvage.</p> <p>Sizeable yard space configuration allows for large commercial vehicles, plus potential for individual unit expansion.</p> <p>Some examples of vacancy, however in historic units which may benefit from being purely regenerated, rather than being occupied.</p> |
| Score (Max 90) / Recommendations              | 52  |

Table G.13 EDME Malings, Mistley

| Table G.13 EDME Malings, Mistley   |  |
|--|--|
|  |  |
| Name   | EDME Maltings, Mistley (working with owners to secure the future reuse of heritage buildings)  |
| Description  | Intensely developed and operational cereal mill facility, occupied by EDME. Mix of mill buildings and large storage tanks with little circulation space for vehicles.                    |
| Key Occupier(s)  | EDME   |
| Prominence   | Off B1352 and fronting the road. Satisfactory local prominence, however links to strategic routes is lacking.  |
| Current Use (Use Classes)  | B2   |
| Size, ha   | 1.5  |
| Building Age Range   | 40 years +   |
| Average Building Quality   | Historic but generally good external condition.  |
| Constraints  | <p>Little vehicle circulation</p> <p>Access to be improved</p> <p>Lack of access to strategic routes</p>   |
| Critical Mass  | Sits within a wider small employment area.   |
| Opportunities for redevelopment/expansion  | Historically suitable for occupiers, however we understand that EDME are now looking to vacate, indicating that the site is reaching the end of its life as a primarily employment area. |
| Score (Max 90) / Recommendations   | 45   |

**Table G.14 Crisp Maltings, Mistley**



|  |  |
|--|--|
| Name                                       | Crisp Maltings, Mistley  |
| Description                                | Maltings Facility in full operation and lying adjacent to residential development.   |
| Key Occupier(s)                            | Crisp Malting Group  |
| Prominence                                 | Accessed via School Lane off B1352, therefore not hugely prominent. The access road and adjacent railway also result in poor general access. |
| Current Use (Use Classes)                  | B2   |
| Size, ha                                   | 1.5  |
| Building Age Range                         | 40 years +   |
| Average Building Quality                   | Some historic buildings, but generally good external quality   |
| Constraints                                | Potentially comprised, narrow access for larger commercial vehicles via B1352  |
| Critical Mass                              | Sits within a wider small employment area.   |
| Opportunities for redevelopment/ expansion | Intensely developed site with no apparent opportunities for development.   |
| Score (Max 90) / Recommendations           | 45   |

Table G.15 Mistley Marine, Mistley




| Table G.15 Mistley Marine, Mistley  |  |
|---|--|
|  |  |
| Name  | Mistley Marine, Mistley  |
| Description   | Riverside site encompassing marine related engineering occupiers.<br><br>Boat storage and moorings also present.         |
| Key Occupier(s)   | Mistley Marine & Leisure Ltd   |
| Prominence  | Accessed off High Street via B1352. Generally poor prominence due to tree line and elevation from main B-road.           |
| Current Use (Use Classes)   | B2   |
| Size, ha  | 0.9  |
| Building Age Range  | 40 years +   |
| Average Building Quality  | Average  |
| Constraints   | Flood risk due to location   |
| Critical Mass   | Sits within a wider small employment area.   |
| Opportunities for redevelopment/ expansion  | Presumption that any future development would be a comprehensive scheme also encompassing the neighbouring Mistley Port. |
| Score (Max 90) / Recommendations  | 41   |

Table G.16 Mistley Port, Mistley



|   |  |
|---|--|
| Name                                      | Mistley Port, Mistley  |
| Description                               | Operational port. Based riverside and occupied by a number of marine/port related uses                                   |
| Key Occupier(s)                           | Trent Wharfage Ltd   |
| Prominence                                | Accessed off High Street via B1352. Generally poor prominence due to tree line and elevation from main B-road.           |
| Current Use (Use Classes)                 | B2   |
| Size, ha                                  | 3.1  |
| Building Age Range                        | 40 years +   |
| Average Building Quality                  | Average  |
| Constraints                               | Flood risk due to location   |
| Critical Mass                             | Sits within a wider small employment area.   |
| Opportunities for redevelopment/expansion | Presumption that any future development would be a comprehensive scheme also encompassing the neighbouring Mistley Port. |
| Score (Max 90) / Recommendations          | 39   |


Table G.17 Morses Lane Industrial Estate, Brightlingsea



|   |   |
|---|---|
| Name                                      | Morses Lane Industrial Estate, Brightlingsea  |
| Description                               | Fairly good quality, small industrial estate. Primarily standard industrial premises with recycling/scrap yard in the north.                            |
| Key Occupier(s)                           | Academy Windows<br>Premier Moving Services<br>CNC Machining   |
| Prominence                                | Located off Samsons Rd with large, visible entrance beside established supermarket  |
| Current Use (Use Classes)                 | B1(c), B2   |
| Size, ha                                  | 3.4   |
| Building Age Range                        | 1970s/80s   |
| Average Building Quality                  | Generally good quality existing units   |
| Constraints                               | No visible constraints  |
| Critical Mass                             | Well occupied and established employment area<br>Large Co-Op supermarket next to site.<br>Town & Country housing development under construction nearby. |
| Opportunities for redevelopment/expansion | Small parcel of land for potential expansion to the east of existing site, with land also to the north.   |
| Score (Max 90) / Recommendations          | 38  |



Table G.18 Shipyard Estate, Brightlingsea

|  |   |
|--|---|
| Name   | Shipyard Estate, Brightlingsea  |
| Description  | Large shipyard estate with a number of poor quality historic industrial buildings. Some level of dereliction amongst the historically vacant units on site.   |
| Key Occupier(s)  | <p>Advantage Sails</p> <p>Brightlingsea Recycling</p> <p>Eurotex</p>  |
| Prominence   | Poor access via narrow entrance off Waterside.  |
| Current Use (Use Classes)  | B1(c), B2   |
| Size, ha   | 1.74  |
| Building Age Range   | 40 years +  |
| Average Building Quality   | Generally poor quality historic shipyard buildings and industrial units. Some dereliction.  |
| Constraints  | <p>Poor access for commercial vehicles via single track. Large HGV's moving in and out with difficulty, especially as local roads are also narrow.</p> <p>Existing vacant units in poor repair.</p> |
| Critical Mass  | Pure Lake flat development nearby   |
| Opportunities for redevelopment/expansion  | <p>A number of derelict units may require redevelopment.</p> <p>Greenfield land to the North with potential capacity for development.</p>   |

|                                  |    |
|----------------------------------|----|
| Score (Max 90) / Recommendations | 23 |
|----------------------------------|----|

Table G.19 Old Ipswich Road, Ardleigh


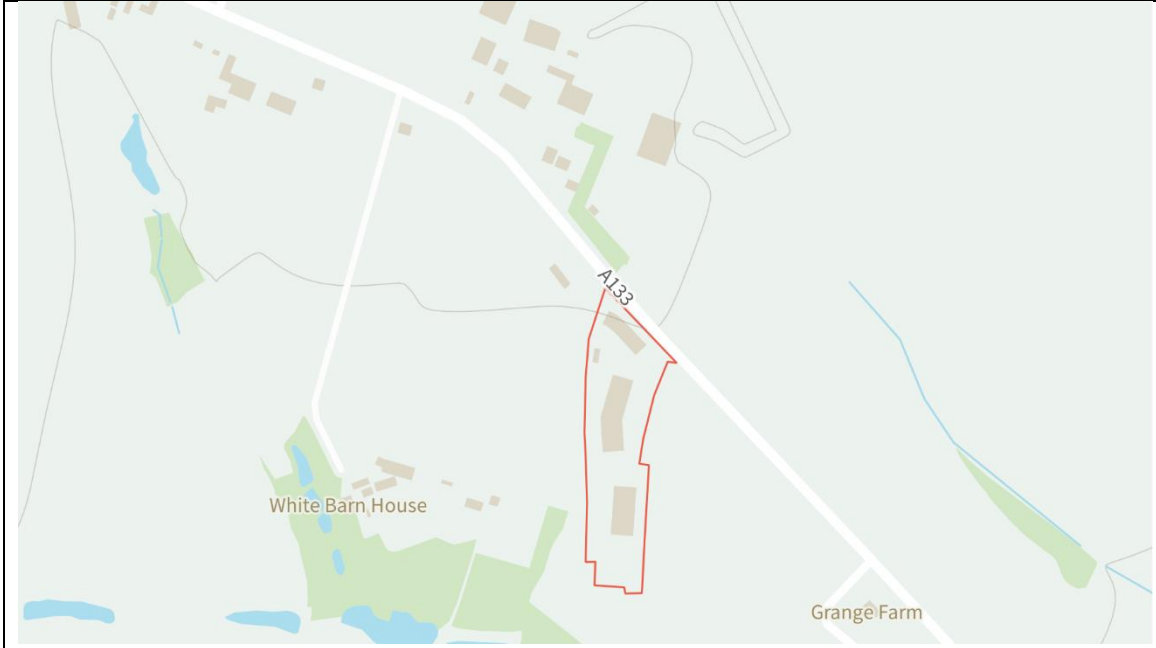

| Table G.19 Old Ipswich Road, Ardleigh  |   |
|--|---|
|  |   |
| Name   | Old Ipswich Road, Ardleigh  |
| Description  | <p>Small employment area comprising two unconnected sites in separate ownership.</p> <p>Mix of industrial and portacabin-style office units with large associated yard space.</p> |
| Key Occupier(s)  | <p>Kier Construction</p> <p>DTE Scaffolding and Safety Netting</p>  |
| Prominence   | <p>Located off and fronting on to Old Ipswich Road.</p> <p>Both compounds gated but highly visible from road.</p> <p>Very close to Colchester and to the north of the A120.</p>   |
| Current Use (Use Classes)  | B1(c), B2   |
| Size, ha   | N/a   |
| Building Age Range   | 1970s/80s   |
| Average Building Quality   | Average quality industrial units with a number of single-storey portacabin-style office units.  |
| Constraints  | Tight access off main Old Ipswich Road.   |
| Critical Mass  | Fully occupied employment area  |
| Opportunities for redevelopment/expansion  | Crown Business Park site sits to the south as what is currently a golf driving range. Also, potential opportunity to develop on yard space in current site.                       |
| Score (Max 90) / Recommendations   | 46  |

Table G.20 Lanswood Park, Elmstead Market

| Table G.20 Lanswood Park, Elmstead Market  |   |
|--|---|
|  |   |
| Name   | Lanswood Park, Elmstead Market  |
| Description  | Modern office park offering Grade A accommodation in semi-detached units. Presents as the highest quality B1(a) offer in Tendring.  |
| Key Occupier(s)  | <p>Lightsense</p> <p>Bluebird Care</p> <p>Harp Commercial Interiors</p> <p>HG Hagesan</p> <p>Franklins</p> <p>Site also offers Shed Café to all occupiers.</p>                |
| Prominence   | Strong access off A133 with estate signage visible  |
| Current Use (Use Classes)  | B1(a)   |
| Size, ha   | 2.2   |
| Building Age Range   | Modern, new build   |
| Average Building Quality   | Good quality, Grade A new build   |
| Constraints  | No visible constraints  |
| Critical Mass  | Existing stock well occupied, however site is somewhat isolated from other employment areas.  |
| Opportunities for redevelopment/expansion  | <p>Phases 2/3 of current masterplan under construction – 2 new office units in the same configuration as existing.</p> <p>Current masterplan in place to develop further.</p> |


|                                  |  |
|----------------------------------|--|
|                                  | Grange Park housing development to the east. |
| Score (Max 90) / Recommendations | 69   |

Table G.21 Plough Road Centre, Great Bentley



|   |   |
|---|---|
| Name                                      | Plough Road Centre, Great Bentley   |
| Description                               | Small business centre comprised primarily of industrial units with element of office space at the entrance. Office space comprised of four buildings – Beaver House, Southgate House, Plough Farm House, Northgate House. |
| Key Occupier(s)                           | Cars 2 U<br>J&B Car Commercials   |
| Prominence                                | Business Centre fronts onto Plough Road with good local prominence.   |
| Current Use (Use Classes)                 | B1(a), B2   |
| Size, ha                                  | 2.0   |
| Building Age Range                        | 1980s/90s   |
| Average Building Quality                  | Generally good quality office and industrial units. Mixture of traditional two-storey units and covered workshops.  |
| Constraints                               | No visible constraints.   |
| Critical Mass                             | Strong occupancy. Primarily car uses.   |
| Opportunities for redevelopment/expansion | Allocated land for expansion to the east. Current access is potentially suitable, however would need improvement due to density of units in current configuration.  |
| Score (Max 90) / Recommendations          | 51  |


Table G.22 Martell's Pit Industrial Estate, Ardleigh

| Table G.22 Martell's Pit Industrial Estate, Ardleigh                               |   |
|--|---|
|  |   |
| Name   | Martell's Pit Industrial Estate, Ardleigh   |
| Description  | Small industrial estate surrounded by quarry and scrap/recycling uses. Only a small number of units on site, which are well occupied.   |
| Key Occupier(s)  | <p>SRC Aggregates</p> <p>NMR Engineering</p> <p>Curtis Machine Tools</p> <p>Arrow Composite Equipment</p>   |
| Prominence   | Very rural location with poor access off Slough Road.   |
| Current Use (Use Classes)  | B2  |
| Size, ha   | 8.03  |
| Building Age Range   | 40 years +  |
| Average Building Quality   | Generally average industrial units – CMT unit appears most modern due to recladding. Otherwise estate is in poor condition due to historic, heavy industrial uses.                                  |
| Constraints  | <p>Rural location and single track access</p> <p>Sloped estate and split entrances to premises within the estate</p> <p>Current scrap and quarry uses have resulted in poor conditions on site.</p> |

|   |   |
|---|---|
| Critical Mass                                 | Poor critical mass with few existing occupiers and little draw to attracting new tenants.   |
| Opportunities for redevelopment/<br>expansion | <p>Greenfield land to the north and west, however heavily wooded. Location and access is however rural and could impose logistical restrictions of any potential future development.</p> <p>Does present an opportunity to house future 'dirty uses' including waste and further recycling.</p> |
| Score (Max 90) / Recommendations              | 27  |




Table G.23 Rice Bridge Industrial Estate, Thorpe le Soken

|  |  |
|--|--|
|  |  |
| Name   | Rice Bridge Industrial Estate, Thorpe le Soken   |
| Description  | Small industrial estate close to the railway station comprising a small number of units.   |
| Key Occupier(s)  | Comus Europe (large office occupier at entrance of site.<br>MOT Garage   |
| Prominence   | Accessed via B1414, however not wholly prominent from road.  |
| Current Use (Use Classes)  | B1(a), B2  |
| Size, ha   | 1.47   |
| Building Age Range   | 40 years +, plus 1980s/90s (B1(a))   |
| Average Building Quality   | Generally average and poor industrial premises with average quality office building at the entrance of the site (occupied entirely by Comus Europe). |
| Constraints  | Pylon sits on the edge of site, however lines only run adjacent to current boundary.<br>Narrow access from main B-road                               |
| Critical Mass  | Few existing occupiers with little capacity for growth or attracting new occupiers.  |
| Opportunities for redevelopment/expansion  | Land with good current access to the east of current employment area.  |

|                                  |  |
|----------------------------------|--|
|                                  | Large yard space also in the easternmost point of the site potentially present an option for expansion of MOT centre or new build. |
| Score (Max 90) / Recommendations | 48   |

Table G.24 Frating



|   |   |
|---|---|
| Name                                      | Frating   |
| Description                               | Employment area comprising two large employers and a smaller industrial estate  |
| Key Occupier(s)                           | Penguin Random House Distribution<br>Manheim Car Auctions   |
| Prominence                                | Good prominence with site running both adjacent to and accessed off A133.   |
| Current Use (Use Classes)                 | B1, B2, B8  |
| Size, ha                                  | Part of wider 273 ha site   |
| Building Age Range                        | 1970s/80s   |
| Average Building Quality                  | Generally good quality, large scale distribution centres. Smaller industrial units of a lower quality, but still good external condition.   |
| Constraints                               | Heavy traffic flow, especially given the nature of Manheim's business<br>Single carriageway access  |
| Critical Mass                             | Fully-occupied with good quality tenants  |
| Opportunities for redevelopment/expansion | Potential room for expansion to the north of the Penguin site, but entire area sits on the southern border of the New Garden Village Masterplan. Further employment land is detailed in this masterplan to the east, on the other side of A133. |

|                                  |    |
|----------------------------------|----|
| Score (Max 90) / Recommendations | 62 |
|----------------------------------|----|

# Appendix H - Future Employment Demand Scenarios Method

H.1 This appendix provides a description of the method used to derive future employment land needs from economic forecasts, population projections and completions data from previous years. The method used to convert employment forecasts into future employment land need is also used in the labour force scenario once the number of residents in employment is identified from local authorities' population projections.

## Employment-led Scenario

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H.2 Hatch Regeneris commissioned Experian UK to produce an employment forecast for Tendring based on population projections that have been used to inform the District's OAN and that have been approved at EiP. These projections were produced by PBA and address the distortions created by errors in international migration data. The employment forecasts are then translated into a requirement for floorspace by considering the nature of employment in each sector, and the implications for the types of floorspace which employment in the sector will need to grow. The following categories of floorspace are used in the assessment of employment land need in Tendring:

- **B1a/ B1b:** office-based and research and development (R&D) uses;
- **B1c/ B2:** light industrial and manufacturing; and
- **B8:** logistics and distribution.

H.3 The following are the steps used in translating the Experian employment forecasts into employment land need:

- **Step 1:** deduct home workers and employees with no fixed address from employment forecasts/ number of residents in employment based on data from the 2011 Census of Population. This way, the assessment of employment land need includes only employees that require a physical space (either B1a/ B1b, B1c/ B2 or B8) in which to work.
- **Step 2:** allocate employment use-classes to detailed four-digit SIC sectors (using Hatch Regeneris's in-house Employment Land Need model).
- **Step 3:** estimate the proportion of employment from the detailed four-digit SIC for each of the categories represented in the Experian employment forecasts. For the labour supply scenario, residents in employment are assigned to the sectoral profile identified by the Experian employment forecasts. This exercise uses the latest available Business Register and Employment Survey (BRES) for Tendring.
- **Step 4:** use these proportions as 'weights' to derive the total number of jobs in each sector which will require different types of (office, industrial and logistics) floorspace.
- **Step 5:** convert total employment in full-time equivalent (FTE) jobs at the broad sector level. This is based on the ratio of full-time and part-time employment taken from BRES. It is assumed that two part-time jobs constitute one full-time equivalent job.
- **Step 6:** convert the total number of FTE jobs in each use class into floorspace by applying employment densities from the Homes and Communities Agency (HCA) *Employment Density Guide* (November 2015), as follows:

- **B1a** – 15 sq. metres per FTE;
  - **B1b** – 63 sq. metres per FTE;
  - **B1c** – 59 sq. metres per FTE;
  - **B2** – 38 sq. metres per FTE; and
  - **B8** – 77 sq. metres per FTE.
- **Step 7:** make a 10% allowance to all floorspace requirements (except where demand is expected to fall) to reflect normal levels of vacancy in employment space.
  - **Step 8:** A further safety margin of 10% is added to allow for flexibility and to provide a choice of sites for potential occupiers. This is only added where demand for floorspace is growing.
  - **Step 9:** The next step in identifying employment land need for 2017-33 is to translate the demand for floorspace into overall land requirements. This is determined by the nature of employment land development in the district in addition to the type of floorspace delivered. This is based on typical plot ratios (ie. ratios looking at the relationship between gross floorspace and total site area) for each B-class, land-use type. The following plot ratios were used to convert floorspace into employment land requirements:
    - Office (B1a and B1b) - 0.5 ha (2 storeys)
    - Manufacturing (B1c and B2) - 0.4 ha (single storey)
    - Storage (B8) - 0.5 ha (single storey)
  - **Step 10:** convert employment land requirements to land area (in hectares).

## Labour Supply Scenario

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- H.4 The labour supply scenario takes projected population changes in the district (based on housing delivery each year over the Plan period) to derive the implied size of the workforce as well as the number of jobs that this could support. The approach used to calculate employment land need based on changes to the labour force, is similar to that used in the assessment of the district's Objectively Assessed Housing Need (OAN) and makes use of the POPGROUP model. Once the size of the labour force is determined, current and future sectoral make-up of the district's economy are applied to the labour force, and the demand for employment land need is calculated based on steps 1-10 above.

## Past-Completions Scenario

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- H.5 The past-completions scenario is based on average annual completions for office, industrial and logistics floorspace. The sources of data and an explanation of these averages are explained fully in Chapter 6.
- H.6 Once employment floorspace need for the period 2017-33 is identified, employment floorspace is converted into employment land requirements using the assumptions above (step 9 under the employment-led scenario) and finally converted to land area requirements in hectares (as per step 10 above).



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**Appendix 2: Suggested amendments to Policies PP6, PP7 and PP13 shown as ‘tracked changes’**

Deletions shown as ~~struck through~~. Additions shown as underlined.

**Policy PP6**

**EMPLOYMENT SITES**

The Council will seek to protect existing employment sites, as ~~set out in the Council’s current Employment Land Review shown on the relevant Policies Maps and Local Maps~~. These will be safeguarded for B1 (Business), B2 (General Industry) and B8 (Storage or Distribution) purposes and ~~uses that are classified as sui generis if they are akin to employment type uses and also where appropriate A1 (Retail)~~.

Proposals for employment uses falling outside of use classes B1, B2 or B8 (such as retail, other town centre uses or other ‘sui generis’ uses) on protected employment sites will be considered on their merits and against other relevant policies within the Local Plan.

Proposals for non-employment uses on these sites will only be considered acceptable if they clearly demonstrate that the alternative use(s):

- ~~a. Will not have an adverse impact on the primary employment use(s) in the locality;~~
- ~~b. Will not reduce the overall supply and quality of employment land and premises within the locality;~~
- ~~c. Will deliver economic regeneration benefits to the site and/or area;~~
- ~~d. Will resolve existing conflicts between land uses;~~
- ~~e. Involve a vacant building for which there is clear and robust evidence of prolonged marketing, with registered commercial agents at a reasonable price, to demonstrate that there is no realistic prospect for continued employment use.~~

~~Proposals for retail and town centre on these sites will also be subject to the requirements of Policies PP1—PP5 (inclusive) of this Local Plan.~~

- a. it can be demonstrated that the land or premises have become inherently unsuitable for any form of employment use or there is clear and robust evidence of appropriate marketing with registered commercial agents at a reasonable price to demonstrate no realistic prospect for continued employment use; or
- b. the alternative use will either facilitate or result in wider economic regeneration benefits that outweigh the potential loss of employment land or premises on the protected site.

If criteria a) or b) are met, the proposal must not have an adverse impact on the operation of any remaining businesses on the protected site and must not give rise to any incompatibility between land uses.

~~The Council will permit sustainable development proposals for farm and other land based~~

diversification schemes that benefit the rural area. Proposals for re-use or redevelopment of rural buildings for employment purposes will be considered against the following criteria unless the economic benefits outweigh these criteria:

- a. the building is structurally sound and capable of accommodating the proposed use without the need for significant extension or alteration or reconstruction;
- b. the proposed use (including any proposed alteration or extensions to the building), its associated operational area, the provision of any services, and/or any amenity space or outbuildings, would not harm its appearance as a rural building or adversely affect the rural setting of the building in the locality;
- c. the proposed use would not create significant levels of traffic, particularly lorries, on rural roads (proposals for employment uses will be required to provide a sustainability assessment which may include a Travel Plan designed to maximise the opportunities to reduce the need to travel by private car);
- d. proposals which would create a significant number of jobs should be readily accessible by public transport;
- e. it will not lead to unacceptable levels or types of traffic or problems of road safety or amenity and will not require highway improvements which will harm the character of rural roads in the area; and
- f. early years and childcare provision.

## Policy PP 7

### EMPLOYMENT ALLOCATIONS

New Employment allocations are needed to provide job opportunities for residents in Tendring District and to support the growth aspirations for the towns. To achieve this objective, at least 20 hectares of new employment land is provided for through the allocation of sites listed below, and defined on the Policies Map, to provide for B1 (Business and Office Use), B2 (General Industry) and B8 (Storage and Distribution) uses. The range of uses will allow for diversification of employment opportunities within Tendring District will increase the skills base and retain employees within the towns.

Proposals for employment development in the B use classes specified will be supported. Sites allocated for employment use will be protected against future loss to alternative uses. Additional sites suitable for small and medium sized businesses will be considered on a site by site basis within settlement boundaries, as defined by the Policy 'The Rural Economy and in close proximity to public transport nodes'.

#### Employment Allocations

Table 6.1

| Name of Site                | Local Plan Allocation (ha) | Potential further aspirational growth/growth beyond 2033 |
|-----------------------------|----------------------------|--|
| Carless Refinery, Parkeston | 4.5 ha                     | 0 ha   |
| Stanton Europark, Parkeston | 2-4ha                      | 0ha  |

|   |            |             |
|---|------------|-------------|
| Tending Colchester Borders Garden Community | 6 ha       | 4-24 ha     |
| Mercedes Site, Harwich                      | 3 ha       | 4.4 ha      |
| South of Thorpe Road, Weeley                | 1 ha       | 0 ha        |
| Land South of Long Road, Mistley            | 2 ha       | 0 ha        |
| Lanswood Park, Elmstead Market              | 1.2 ha     | 0 ha        |
| Total Employment Land Area                  | 19-21.8 ha | 8.4-28.4 ha |

Just over 25ha of land is allocated for new development in use classes B1 (Business and Office Use, B2 (General Industry) and B8 (storage and Distribution) to support a diversity of employment opportunities, the majority of which has already obtained planning permission. The allocated sites are listed in Table 6.1 below and are identified on the Policies Maps and relevant Local Maps.

Table 6.1

| <u>Name of Site</u>   | <u>Local Plan Allocation (ha)</u>                       |
|---|---|
| <u>Extension to Gorse Lane Industrial Estate, Telford Road, Clacton</u> | <u>6.8ha</u>  |
| <u>Land at Brook Park West, Clacton</u>                                 | <u>1.3ha (as part of a wider mixed use development)</u> |
| <u>Land at Stanton Europark, Parkeston</u>                              | <u>3.3ha</u>  |
| <u>Land at Harwich Valley, East of Pond Hall Farm, Dovercourt</u>       | <u>6.3ha (as part of a wider mixed use development)</u> |
| <u>Land at Dale Hall, Cox's Hill, Lawford</u>                           | <u>0.2ha</u>  |
| <u>Land off Clacton Road/Dead Lane, Mistley</u>                         | <u>2ha</u>  |
| <u>Extension to Lanswood Park, Elmstead Market</u>                      | <u>1.2ha</u>  |
| <u>Extension to Plough Road Business Centre, Great Bentley</u>          | <u>1ha</u>  |
| <u>Land at Ash Farm, Thorpe Road, Weeley</u>                            | <u>1ha</u>  |
| <u>Crown Business Centre, Old Ipswich Road, Ardleigh/Colchester</u>     | <u>2.3ha</u>  |
| <u>Land south west of Horsley Cross</u>                                 | <u>11.2ha</u>   |
| <u>Total Employment Land Area</u>                                       | <u>36.6ha</u>   |

On these sites, proposals for development in use classes B1, B2 and B8 will be supported. Proposals for employment uses falling outside of use classes B1, B2 or B8 (such as retail, other town centre uses or other 'sui generis' uses) on protected employment sites will be considered on their merits and against other relevant policies within the Local Plan.

Applications for alternative non-employment uses will only be considered if it can be demonstrated that there is no reasonable prospect of a site being used for the allocated employment use. Such applications will be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

Proposals for new employment-related development on land outside of these allocations will be considered on their merits having regard to their potential to support economic growth in the district and the requirements of other policies in this Local Plan.

Additional employment land will also be identified as part of the mix of uses proposed at the

## Policy PP13

### THE RURAL ECONOMY

To support growth in the rural economy, the Council may grant planning permission for the following types of development in the countryside outside of defined Settlement Development Boundaries, subject to detailed consideration, including against other policy requirements in this Local Plan:

- a. where appropriate to the historic environment, conversion or re-use of rural buildings in the countryside to employment, leisure or tourism use:
- b. business and domestic equine related activities;
- c. agricultural and key workers' dwellings; and
- d. buildings that are essential to support agriculture, aquaculture, horticulture and forestry; and farm diversification schemes.

The Council will permit sustainable development proposals for farm and other land based diversification schemes that benefit the rural area. Proposals for re-use or redevelopment of rural buildings for employment purposes will be considered against the following criteria unless the economic benefits outweigh these criteria:

- g. the building is structurally sound and capable of accommodating the proposed use without the need for significant extension or alteration or reconstruction;
- h. the proposed use (including any proposed alteration or extensions to the building), its associated operational area, the provision of any services, and/or any amenity space or outbuildings, would not harm its appearance as a rural building or adversely affect the rural setting of the building in the locality;
- i. the proposed use would not create significant levels of traffic, particularly lorries, on rural roads (proposals for employment uses will be required to provide a sustainability assessment which may include a Travel Plan designed to maximise the opportunities to reduce the need to travel by private car);
- j. proposals which would create a significant number of jobs should be readily accessible by public transport;
- k. it will not lead to unacceptable levels or types of traffic or problems of road safety or amenity and will not require highway improvements which will harm the character of rural roads in the area; and
- l. early years and childcare provision.

## PLANNING POLICY AND LOCAL PLAN COMMITTEE

29 OCTOBER 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.2 – DRAFT HOUSING STRATEGY AND PLANNING POLICY FOR AFFORDABLE HOUSING

(Report prepared by Gary Guiver)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

- a) To present the draft Housing Strategy to the Planning Policy and Local Plan Committee for consultation and invite Members' comments for Cabinet's consideration;
- b) To report, to the Committee, the current position in respect of delivering affordable housing and the practical issues that have arisen in the application of the Council's emerging Local Plan policies;
- c) To seek the Committee's endorsement for suggested amendments to the emerging Local Plan's affordable housing policy aimed at maximising the delivery of affordable housing in light of weak delivery in the past; and
- d) To seek the Committee's agreement for the suggested amendments to be put forward for the Planning Inspector's consideration when they come to examine Section 2 of the Local Plan in 2020.

##### EXECUTIVE SUMMARY

The Council's draft Housing Strategy 2019-2024 has been developed to guide the future of new homes within the district to meet local needs and to guide the future management and direction of our housing service. One of the strategic housing priorities set out in the strategy is '*delivering homes to meet the needs of local people*' which is highly dependent on the implementation of policies and proposals in the emerging Local Plan. Many of the specific actions in the Housing Strategy link directly to policies in the emerging Local Plan. The Housing Strategy is currently in draft and members of the Committee are invited to make comments and observations which can be taken into account before it is finalised ready for Cabinet approval.

Affordable housing is housing for sale or rent for people whose needs cannot be met by the market – i.e. people with lower incomes who cannot afford to buy or rent property from the open market. As of March 2019, there were 1,585 households on the housing register, requiring affordable housing in Tendring and the Council's Strategic Housing Market Assessment (2015) which forms part of the Local Plan evidence base, indicates that 160 new affordable homes are needed, each year (as part of the overall requirement of 550 a year), to address existing and projected needs in

the period 2013 to 2033. Between 2013 and 2019, the actual delivery of new affordable housing fell well short of this requirement for a number of reasons including:

- low levels of housebuilding of all types in the early part of the Local Plan period (reflecting economic and housing market conditions of the time);
- a high proportion of housebuilding on small sites that are below the Local Plan threshold for providing on-site affordable housing; and
- a number of development sites being granted planning permission with either none or a lower number of affordable housing units than are required by the Local Plan.

Whilst affordable housing delivery has been weak in recent years, the situation is set to improve rapidly as construction commences on a greater number of larger development sites across the district and as registered providers such as housing associations, and the Council itself take a more active role in building new property. Between now and 2033, more than 900 new affordable homes are expected to be built as a proportion of homes on large development sites with extant planning permissions, 800 are expected from sites allocated for housing and mixed-use development in the emerging Local Plan and a further 300 are proposed to be developed by the Council. The emerging Local Plan also includes a policy that allows 'rural exception schemes' for affordable housing on the edge of villages to meet a specific local need which will also make a contribution towards affordable housing delivery and which is supported through the Housing Strategy.

One of the key actions in the draft Housing Strategy is to seek 30% affordable housing on eligible sites as set out in the emerging Local Plan unless there are prudent reasons not to do so. Policy LP5 in Section 2 of the Council's emerging Local Plan requires 30% of all homes on new housing developments of 11 or more units to be provided in the form of affordable housing or 'council housing' (i.e. owned and managed by the Council) to meet the needs of people and families with lower incomes who cannot afford to buy or rent property on the open market. The policy, as currently worded, also offers an alternative route by which developers can provide a minimum of 10% of homes for affordable housing alongside a financial contribution to the Council that can be used for building or acquiring property to meet affordable/council housing needs elsewhere.

In recent years, the Council has taken a very flexible approach to the interpretation of Policy LP5 to secure a smaller number (often around 5%) of 'gifted' dwellings on development sites to be transferred to the Council or a nominated housing trust for a nominal price of £1. This was in response to government legislation introduced in 2016 which affected the rental model for affordable housing and which made it unviable for housing associations, or the Council, to acquire 30% (or even 10%) affordable housing from large development sites, at a discount, in the traditional manner. Whilst this approach was a pragmatic solution to the delivery of affordable housing at the time, it has resulted in a large number of housing developments obtaining planning permission, either from the Council or on appeal, with a commitment to deliver only a small number of affordable housing units which, when totalled up, would fall a long way short of meeting Tendring's future needs. The Council is expected to take receipt of approximately 180 'gifted' units in the next five years and a further 50 will be transferred to the Lawford Housing Enterprise Trust.

Further changes to government legislation have now made it viable again for housing associations to build and acquire affordable housing and the Council's latest Viability Study confirms that 30% affordable housing is achievable on the vast majority of development sites. Therefore, to ensure that the Council secures the maximum amount of affordable housing in the future, 'gifted' units will no longer be accepted as an alternative to the full 30% requirement and the draft Housing Strategy makes it clear that gifting will only be considered as an option in exceptional circumstances. In addition, Officers propose the deletion of the section of Policy LP5 that allows for the alternative of 10% affordable housing alongside a financial payment or any other alternative forms of delivering affordable housing.

The revised policy would be as follows:

## **Policy LP5**

### **AFFORDABLE HOUSING**

To promote a mix of housing tenure in the District and address the housing needs of people and families with lower incomes who cannot afford to buy or rent housing on the open market, the Council will work with the development industry to provide new affordable housing.

For development proposals outside of the Tendring Colchester Borders Garden Community, involving the creation of 11 or more (net) homes, the Council will expect 30% of new dwellings, (including conversions) to be made available to Tendring District Council or its nominated partner(s) to acquire at a proportionate discounted value for use as affordable housing.

To avoid an over-concentration of affordable housing in one location, no single group of affordable housing will exceed ten dwellings and to ensure positive integration between the residents of affordable housing and market housing, there should be no noticeable difference in the appearance or quality between dwellings to be sold on the open market and those to be acquired and managed by the Council or its nominated partner(s).

The size and type of council housing will be specified by the Council on a case-by-case basis having regard to the latest housing needs register and will be the subject of negotiation between the Council and the developer or applicant.

The Local Plan has already been submitted to the Secretary of State for it to be examined by a government-appointed Planning Inspector. The Inspector will have the power to recommend 'modifications' to the Local Plan, following the examination of Section 2, aimed at addressing any issues with the soundness of the plan. Whilst it will be at the Inspector's discretion which modifications are formally recommended, the Council will have the opportunity suggest changes to the Inspector, for their consideration, as part of the examination process. It is recommended that the changes outlined in this report be put forward to the Inspector for their consideration, at the

appropriate time.

## **RECOMMENDATION**

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

- a) Considers the content of the draft Housing Strategy 2014-2019 (as set out in Appendix 1) and agrees its comments as part of the consultation back to Cabinet;**
- b) Notes the current position in respect of affordable housing delivery and the means by which it is proposed that more affordable housing will be delivered in the future, to meet identified needs;**
- a) Considers and approves Officers' suggested amendments to Policy LP5 in the Tendring District Local Plan 2013-2033 and Beyond: Publication Draft (the emerging Local Plan) as set out in this report; and**
- b) Authorises the Head of Planning Officers to put forward the suggested amendments to Policy LP5 to the Planning Inspector for their consideration as part of the examination of the Section 2 Plan.**

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

### **DELIVERING PRIORITIES**

The delivery of affordable housing through the emerging Local Plan aligns with key elements of the Council's draft Corporate Plan 2020-2024. These include the priorities around building and managing our homes and having effective planning policies.

### **RESOURCES AND RISK**

The preparation of Section 2 of the emerging Local Plan has been undertaken by the Council's Planning Policy team with assistance from specialist consultants and has been funded through the Council's agreed LDF (Local Development Framework) budget. The independent examination and any future review of the plan will also be funded from this source. The draft Housing Strategy has been prepared by the Council's Housing Team and has been led by the Council's Housing Needs & Strategic Policy Manager.

The suggested amendments to the affordable housing policy in the emerging Local Plan are designed to address current issues with affordable housing delivery and to ensure that the policies are as effective as possible. However, the Planning Inspector is under no obligation to accept the amendments and propose them as formal modifications and, if they believe that the policies as currently written adequately meet the 'tests of soundness' from the National Planning Policy Framework (NPPF) and do not require any changes, they might carry forward to the final adopted



version of the Local Plan without change.

If the Inspector does however accept the Council's suggested amendments and they do become formal modifications to the Local Plan, they will need to be the subject of public consultation and this may result in further objections requiring consideration by the Inspector and potential further examination before the plan can be adopted. That said, because the amendments being suggested by Officers are aimed at improving the effectiveness of the affordable housing policy in light of a significant housing need, they are not expected to be controversial.

## **LEGAL**

The planning legislation and the National Planning Policy Framework (NPPF) (both the 2012 version applicable to this Local Plan and the new 2018 version that was updated in 2019) place Local Plans at the heart of the planning system, so it is essential that they are in place and kept up to date. The NPPF expects Local Plans to set out a vision and a framework for the future development of the area, addressing the needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 (as amended) state that applications for planning permission must be determined in accordance with the 'development plan' unless material considerations indicate otherwise. The statutory 'development plan' for Tendring, as it stands is the 2007 Adopted Local Plan. However, the policies and proposals in the Adopted Local Plan are increasingly out of date. The NPPF states that where the development plan is out of date permission should be granted for sustainable development unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits or other policies indicate otherwise. It is therefore essential to progress the emerging Local Plan through the stages of the plan making process and ensure it meets the requirements of national planning policy so it can become the new statutory development plan and be relied upon by the Council acting as the Local Planning Authority.

The Town and Country Planning (Local Planning)(England) Regulations 2012 make provision for the operation of the local development planning system including, for the purposes of this report, regulations relating to the preparation, publication and representations relating to a local plan and the independent examination.

The NPPF requires a local planning authority to submit a plan for examination which it considers to be "sound" meaning that it is: positively prepared, justified and effective. The job of the Planning Inspector is to test that the Local Plan meets legal and procedural requirements and the above tests of soundness. Any modifications proposed by the Inspector at the end of the examination process will ensure the plan meets all of these requirements but these have to be published for consultation in their own right before the Council can proceed to the final adoption of the Local Plan. The amendments being suggested through this report are not an indication that the emerging

Local Plan as currently written is 'unsound', but are aimed at improving the plan in response to issues delivering affordable housing.

Developing a Housing Strategy is a Cabinet responsibility for submission to Council, the Planning Policy and Local Plan Committee are being requested to comment on the draft strategy in connection with their role on developing planning policy for the Council.

## OTHER IMPLICATIONS

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

**Consultation/Public Engagement:** The affordable housing policy in the emerging Local Plan has already been the subject of public consultation at issues and options stage (2015), preferred options stage (2016) and publication stage (2017). If the Planning Inspector agrees with the suggested amendments and proposes them as main modifications, they will have to be published for consultation to allow any comments to be considered before the plan can be formally adopted. The consultation may result in further objections; however, unless they raise fundamental issues which require re-examination, they are unlikely to result in further changes. If they do, there is a risk of further delay to the examination process and the timetable for adoption. The Housing Strategy is set to be published for six weeks consultation in its own right to enable the public comment before it is finally agreed by Cabinet.

## PART 3 – SUPPORTING INFORMATION

### Draft Housing Strategy

The Council's draft Housing Strategy 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 (NPPF), 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 strategy approach to housing in their local areas to deliver a thriving housing market and to address local needs.

The draft Housing Strategy for Tendring 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 3,134 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.

In order to meet the challenges facing the district, the draft Housing Strategy identifies 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.

Each of the key housing priorities is accompanied by a series of actions as set out below:

#### Delivering homes to meet the needs of local people

- 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.

#### Reducing and preventing homelessness and rough sleeping

- 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.

#### Making the best use of and improving existing housing

- 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.

#### Supporting people in their homes and communities

- 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.

The most relevant of the actions for the Local Plan is that *“to 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”* and the remainder of this report is mainly concerned with just that.

### **National Planning Policy on Affordable Housing**

Because the Council’s emerging Local Plan was prepared in accordance with the National Planning Policy Framework (NPPF) that was published in 2012 and was submitted to the Secretary of State before 24<sup>th</sup> January 2019, the Planning Inspector will be examining the plan to ensure it complies with the 2012 NPPF rather than the latest version published in 2018 and updated in 2019. That said, both the 2012 and 2019 versions of the NPPF have similar policies in relation to delivering new affordable housing – although the definitions of affordable housing have changed.

Section 6 in the 2012 NPPF is concerned with delivering a wide choice of high quality homes. Paragraph 50 requires Councils to set policies for meeting affordable housing needs on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies have to be sufficiently flexible to take account of changing market conditions over time.

The definition of affordable housing in the 2012 NPPF was:

*“Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.*

*Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the*

*local authority or with the Homes and Communities Agency.*

*Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing.*

*Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).*

*Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.*

*Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.”*

The 2019 version of the NPPF is similar in its intent, requiring planning policies to specify the type of affordable housing required and expecting it to be met on-site – although it goes a step further in requiring at least 10% of homes to be for ‘affordable home ownership’ and the new definition of affordable housing has been amended. The new definition of affordable housing is:

*“Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:*

*a) **Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government’s rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).*

*b) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household’s eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.*

*c) **Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.*

*d) **Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.”*

### **Affordable housing delivery**

As of March 2019, there were 1,585 households on the housing register, requiring affordable housing in Tendring and the Council’s Strategic Housing Market Assessment (2015) which forms part of the Local Plan evidence base, indicates that 160 new affordable homes are needed, each year (as part of the overall requirement of 550 a year), to address existing and projected needs in the period 2013 to 2033. Between 2013 and 2019, the actual delivery of new affordable housing fell well short of this requirement for a number of reasons including:

- low levels of housebuilding of all types in the early part of the Local Plan period (reflecting economic and housing market conditions of the time);
- a high proportion of housebuilding on small sites that are below the Local Plan threshold for providing on-site affordable housing; and
- a number of development sites being granted planning permission with either none or a lower number of affordable housing units than are required by the Local Plan.

Whilst affordable housing delivery has been weak in recent years, the situation is set to improve rapidly as construction commences on a greater number of larger development sites across the district and as registered providers such as housing associations, and the Council itself take a more active role in building new property. Between now and 2033, more than 900 new affordable homes are expected to be built as a proportion of homes on large development sites with extant planning permissions, 800 are expected from sites allocated for housing and mixed-use development in the emerging Local Plan and a further 300 are proposed to be developed by the Council. The emerging Local Plan also includes a policy that allows ‘rural exception schemes’ for affordable housing on the edge of villages to meet a specific local need which will also make a contribution towards affordable housing delivery and which is supported through the Housing Strategy.

### **Policy LP5 – Affordable and Council Housing**

Section 2 of the Council’s emerging Local Plan contains planning policies and proposals that apply

only to Tendring (whereas as Section 1 applies to the wider North Essex area, as explained in previous reports). Although Section 1 is in the process of being examined by a government-appointed Planning Inspector, the examination of Section 2 is not expected to take place until the Section 1 examination has been concluded and that is unlikely to happen until 2020. In the two years since the Local Plan was submitted to the Secretary of State to be examined, Planning Officers and Members of the Planning Committee have been applying some weight to the policies in the emerging Local Plan when determining planning applications.

One of the key actions in the draft Housing Strategy is to seek 30% affordable housing on eligible sites as set out in the emerging Local Plan unless there are prudent reasons not to do so. Policy LP5 in the Council's emerging Local Plan requires 30% of all homes on new housing developments of 11 or more units to be provided in the form of affordable housing or 'council housing' (i.e. owned and managed by the Council) to meet the needs of people and families with lower incomes who cannot afford to buy or rent property on the open market. The policy, as currently worded, also offers an alternative route by which developers can provide a minimum of 10% of homes for affordable housing alongside a financial contribution to the Council that can be used for building or acquiring property to meet affordable/council housing needs elsewhere.

In recent years, the Council has taken a very flexible approach to the interpretation of Policy LP5 to secure a smaller number (often around 5%) of 'gifted' dwellings on development sites to be transferred to the Council or a nominated housing trust for a nominal price of £1. This was in response to government legislation introduced in 2016 which affected the rental model for affordable housing and which made it unviable for housing associations, or the Council, to acquire 30% (or even 10%) affordable housing from large development sites, at a discount, in the traditional manner. Whilst this approach was a pragmatic solution to the delivery of affordable housing at the time, it has resulted in a large number of housing developments obtaining planning permission, either from the Council or on appeal, with a commitment to deliver only a small number of affordable housing units which, when totalled up, would fall a long way short of meeting Tendring's future needs.

The following sites in Tendring which benefit from planning permission or are already under construction are expected to deliver 211 gifted affordable housing units, all within the next 5 years:

| Site                                 | Total units expected 2019 to 2033 | Affordable (gifted) units expected 2019 to 2024 |
|--------------------------------------|-----------------------------------|---|
| Oakwood Park (Phase 1), Clacton      | 250                               | 16  |
| Brook Park West, Clacton             | 200                               | 18  |
| Bramcote, Clacton                    | 40                                | 1   |
| Greenfield Farm, Dovercourt          | 42                                | 1   |
| Finches Park, Kirby Cross            | 228                               | 18  |
| Turpins Farm, Frinton                | 210                               | 18  |
| R/o 121-183 Thorpe Road, Kirby Cross | 105                               | 8   |
| Orchard Gardens, Kirby Cross         | 11                                | 1   |
| Lawford Green, Lawford               | 360                               | 14  |
| Long Road/Clacton Road, Mistley      | 300                               | 18  |
| Stourview Avenue, Mistley            | 70                                | 5   |



|   |     |                   |
|---|-----|-------------------|
| River Reach, Mistley                    | 100 | 9                 |
| Pound Corner, Mistley                   | 16  | 1                 |
| Colne Gardens (Phase 2), Brightlingsea  | 115 | 6                 |
| Avellana Place (Phase 2), Colchester    | 84  | 15                |
| North of Cockaynes Lane, Alresford      | 84  | 11                |
| St. Andrew's Road, Alresford            | 45  | 2                 |
| School Road East, Elmstead              | 62  | 5                 |
| Tye Road, Elmstead                      | 32  | 2                 |
| Station Field, Great Bentley            | 150 | 11                |
| Bentley Gate, Great Bentley             | 35  | 4                 |
| Admiral's Farm (Phase 1), Great Bentley | 50  | 3                 |
| West of The Street, Little Clacton      | 98  | 7                 |
| Henderson Park, Thorpe                  | 88  | 7                 |
| Abbey Gardens, Thorpe                   | 16  | 3                 |
| Adj Great Oakley Primary School         | 51  | 3                 |
| Kidby's Nursery, Weeley Heath           | 5   | 1                 |
| Station Road, Wrabness                  | 18  | 1                 |
| Break of Day, Great Oakley              | 17  | 1                 |
| Edwards Drive, Thorrington              | 5   | 1                 |
|   |     | <b>TOTAL: 211</b> |

The followings sites with planning permission (or a Committee resolution to grant permission) or under construction are expected to deliver 571 affordable homes in the traditional manner by providing up to 30% provision on site:

| Site                                   | Total units expected 2019 to 2033 | Affordable (%-based) units expected 2019 to 2033 | Comments   |
|--|-----------------------------------|--|--|
| Rouses Farm, Clacton                   | 600                               | 228  | 24% agreed following viability testing. 600 of total 950 homes expected in total up to 2033 with affordable homes delivered in phases. |
| Sladbury's Lane, Clacton               | 132                               | 39   | 30% secured through s106 on appeal.  |
| Low Road, Dovercourt                   | 300                               | 90   | 30% secured in line with policy.   |
| Bromley Road, Ardleigh/Colchester      | 145                               | 43   | 30% secured through s106 on appeal.  |
| Staunton Gate, Alresford               | 111                               | 36   | 25% secured through s106 on appeal.  |
| Charity Field, Elmstead                | 50                                | 12   | 25% secured through s106 on appeal.  |
| Admirals Farm (Phase 2), Great Bentley | 25                                | 7  | 30% secured through s106 on appeal.  |
| Frinton Road/Lifehouse Drive, Thorpe   | 49                                | 12   | 25% secured through s106 on appeal.  |
| New Road, Mistley                      | 67                                | 20   | 30% secured through s106 on appeal.  |
| Barleyfields, Weeley                   | 280                               | 84   | 30% secured in line with policy.   |
|  |                                   | <b>TOTAL: 571</b>                                |  |

From sites allocated for development in the emerging Local Plan that are yet to obtain planning permission, around 776 affordable homes are expected to be delivered in the plan period to 2033, assuming that all deliver the full 30% affordable housing requirement:

| Site   | Total units expected 2019 to 2033 | Affordable units expected 2019 to 2033 | Comments  |
|--|-----------------------------------|--|---|
| Hartley Gardens, Clacton                     | 450                               | 135                                    | Only a portion of the 1,700 home development is expected to deliver in the plan period to 2033. |
| Oakwood Park (Phase 2), Clacton              | 640                               | 192                                    | As above.   |
| Waterworks Drive, Clacton                    | 90                                | 27                                     |   |
| Land adj. Harwich & Parkeston FC             | 48                                | 14                                     |   |
| The Farm, Kirby Road, Walton                 | 47                                | 14                                     |   |
| Station Yard, Walton                         | 40                                | 12                                     |   |
| Tendring Colchester Borders Garden Community | 1,250                             | 375                                    | Represents Tendring's 50% share of the Garden Community housing numbers in the period to 2033.  |
| TDC Council Offices, Weeley                  | 24                                | 7                                      |   |
|  |                                   | <b>TOTAL: 776</b>                      |   |

Further changes to government legislation have now made it viable again for housing associations to build and acquire affordable housing and the Council's latest Viability Study confirms that 30% affordable housing is achievable on the vast majority of development sites. Therefore, to ensure that the Council secures the maximum amount of affordable housing in the future, 'gifted' units will no longer be accepted as an alternative to the full 30% requirement and the draft Housing Strategy makes it clear that gifting will only be considered as an option in exceptional circumstances. In addition, Officers propose the deletion of the section of Policy LP5 that allows for the alternative of 10% affordable housing alongside a financial payment or any other alternative forms of delivering affordable housing.

The revised policy would be as follows:

## **Policy LP5**

### **AFFORDABLE HOUSING**

To promote a mix of housing tenure in the District and address the housing needs of people and families with lower incomes who cannot afford to buy or rent housing on the open market, the Council will work with the development industry to provide new affordable housing.

For development proposals outside of the Tendring Colchester Borders Garden Community, involving the creation of 11 or more (net) homes, the Council will expect 30% of new dwellings, (including conversions) to be made available to Tendring District Council or its nominated partner(s) to acquire at a proportionate discounted value for use as affordable housing.

To avoid an over-concentration of affordable housing in one location, no single group of affordable housing will exceed ten dwellings and to ensure positive integration between the residents of affordable housing and market housing, there should be no noticeable difference in the appearance or quality between dwellings to be sold on the open market and those to be acquired and managed by the Council or its nominated partner(s).

The size and type of council housing will be specified by the Council on a case-by-case basis having regard to the latest housing needs register and will be the subject of negotiation between the Council and the developer or applicant.

A 'tracked change' version of the policy wording is included in appendix 2 so Members can see how the suggested wording compares to the current wording.

### **Viability**

For a developer to make a percentage of property available, at a discounted value, to the Council, a housing association or other nominated body for use as affordable housing, they will reflect this requirement in the price they offer to a landowner when buying the land. Therefore, the percentage has to be set at a level that ensures development is economically viable for both the developer and the landowner, or else development will not proceed.

The need for affordable housing is 160 homes a year within an overall housing requirement of 550 which is approximately 30% which is reflected in the percentage requirement in Policy LP5. The percentage has been tested for its economic viability through the process of preparing the emerging Local Plan and an update to the Economic Viability Study undertaken in 2017 has been undertaken by consultants Three Dragons and Troy Planning + Design. The 2019 addendum report (attached as Appendix 2) confirms that 30% is viable for the majority of developments in Tendring, including the large housing allocations in Section 2 of the Local Plan that are yet to received planning permission. The study considers a variety of case studies and takes into account a variety of factors including property values, construction costs, infrastructure costs, finance costs, build rates, professional fees and developer profit to determine viability.

This evidence suggests that there should generally be no reason why a developer cannot deliver the full 30% affordable housing requirement unless there are very site-specific constraints or factors which have an abnormal effect on costs or values. In those instances, the Council can consider a lower percentage of affordable housing if the applicant can demonstrate such exceptional circumstances, with evidence which will be independently appraised. This approach has justified lower percentages of affordable housing on some sites in Tendring. Current government planning guidance suggests that these cases should be wholly exceptional and, in general terms, if the policies have been tested through a viability study, developments should be expected to provide the full affordable housing requirement.

### **Making amendments to the Local Plan**

The Local Plan has already been submitted to the Secretary of State for it to be examined by a

government-appointed Planning Inspector. The Inspector will however have the power to recommend 'modifications' to the Local Plan, following the examination, aimed at addressing any issues with the soundness of the plan. Whilst it will be at the Inspector's discretion which modifications are formally recommended, the Council will have the opportunity suggest changes to the Inspector, for their consideration, as part of the examination process. It is recommended that the changes outlined in this report be put forward to the Inspector for their consideration, at the appropriate time. This is most likely to be in response to the Inspector's 'Matters Issues and Questions' which will be issued to the Council ahead of the Section 2 examination.

Any modifications proposed by the Inspector at the end of the examination process may have to be published for consultation in their own right before the Council can proceed to the final adoption of the Local Plan. The amendments being suggested through this report are not an indication that the emerging Local Plan as currently written is 'unsound', but are aimed at improving the delivery of affordable housing.

## **APPENDICES**

1. Draft Housing Strategy.
2. Viability Study.
3. Suggested amendments to Policy LP5 shown as 'tracked changes'.

# 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)

The Tendring district is a great place to live with a fantastic coastline and beautiful countryside but it does face many social challenges. This Housing Strategy 2019-2024 has been produced at a time when we face change, not only nationally but locally too. The council, in its community leadership role, is determined to work with our statutory and non-statutory partners to deliver local homes for local people, tackle homelessness, make the best use of existing housing and support people in their homes and communities.

At the heart of this strategy is a commitment to deliver new council housing in the district for the first time in a generation. The council has an excellent reputation as a landlord and we want to be an excellent enabler and provider of new, quality homes in our towns and villages. We remain committed to work with other partners to deliver new homes across the district from larger developments to smaller, community based schemes in our villages.

Homelessness is increasing and we are desperately short of accommodation in all sectors so we will work with other public and private providers to provide a range of housing models in the district to meet our residents' needs. Our new Homelessness Prevention and Rough Sleeping Strategy will be published later this year and will set out our plans to deliver more accommodation, improve partnership working and stress the need for earlier intervention to prevent homelessness and rough sleeping.

Our private rented sector requires improvement and therefore we will continue to work proactively with landlords to improve homes and tackle the worst housing conditions using our enforcement powers. We will aim to make the best use of existing stock by reviewing our incentive schemes to assist tenants to move to the right size accommodation. We will also continue to deliver an annual Housing Investment Programme to ensure our own tenants live in decent affordable homes and environments.

As our population ages, we will work with other partners and commissioners to meet the needs of our older residents and will seek to provide new, accessible homes. Our aim is to ensure that our older and disabled residents can remain in their homes as long as they want to and we will provide adaptations and support them to meet this aim.

Housing is not just about bricks and mortar and we want to take a holistic look at housing in the district. Housing can play a key role in delivering the infrastructure which our district needs. Whilst we will become more active in developing our own homes, we will nurture good partnerships to ensure the priorities set out in this strategy are delivered.

Councillor Paul Honeywood  
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**

# 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 (amended in February 2019)** – 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
- ◆ Freezing of local housing allowance rates in the private sector

### **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.

## Tending Health & Well-being Strategy 2018-20

The Tending 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.

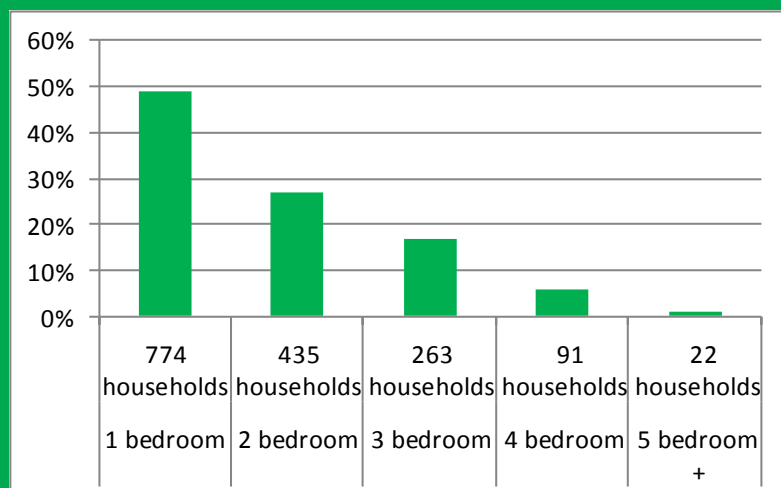
Tendring suffers particularly from health inequalities, especially in its most deprived communities. A high proportion of the district's population (67.5% of adults) are classified as overweight or obese and the district has the highest level of physically inactive adults in the county. Mental health and wellbeing is another concern in the district. Tendring has one of the highest suicide rates in the country (it was ranked 4th 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.

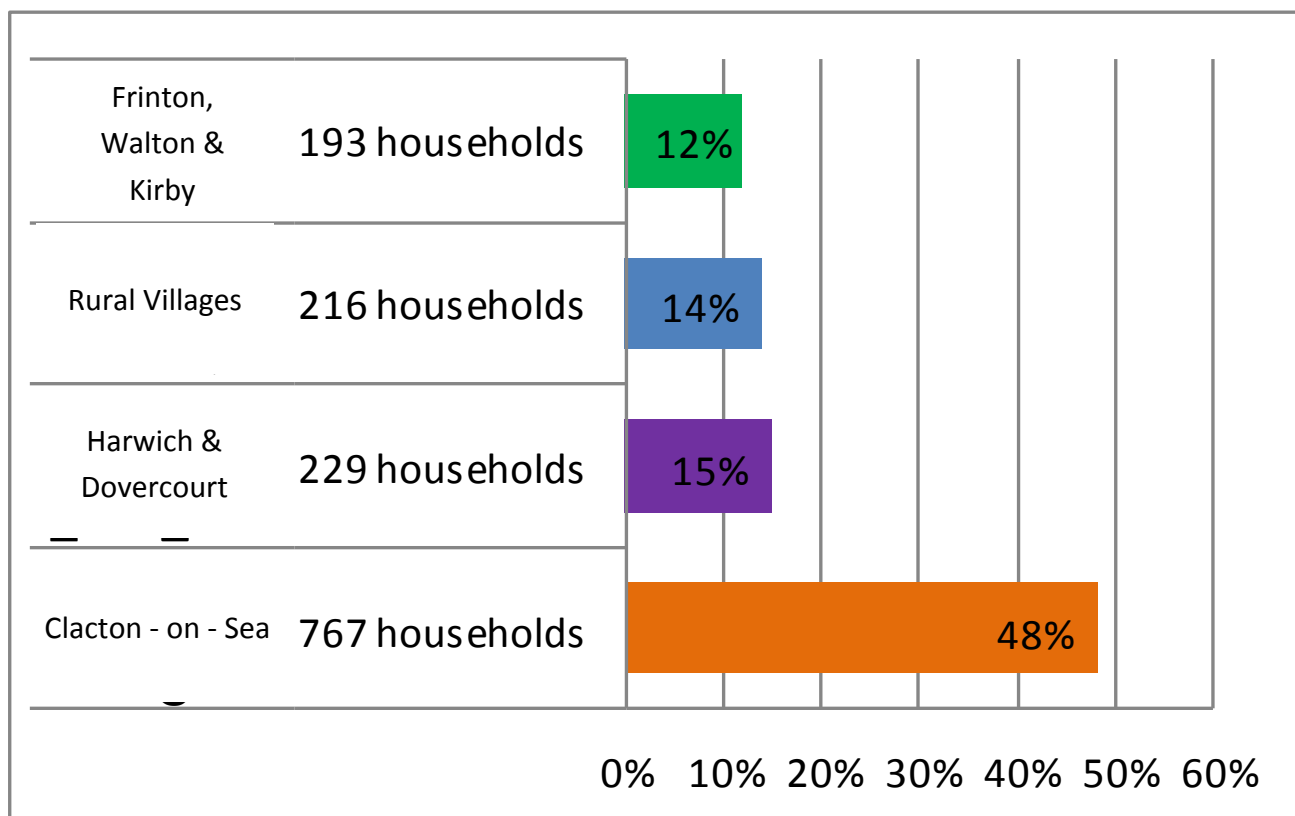
**As off 1st March 2019, there are 1585 households on the housing register. The bedroom need is broken down as follows:**





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 1st March 2019:**

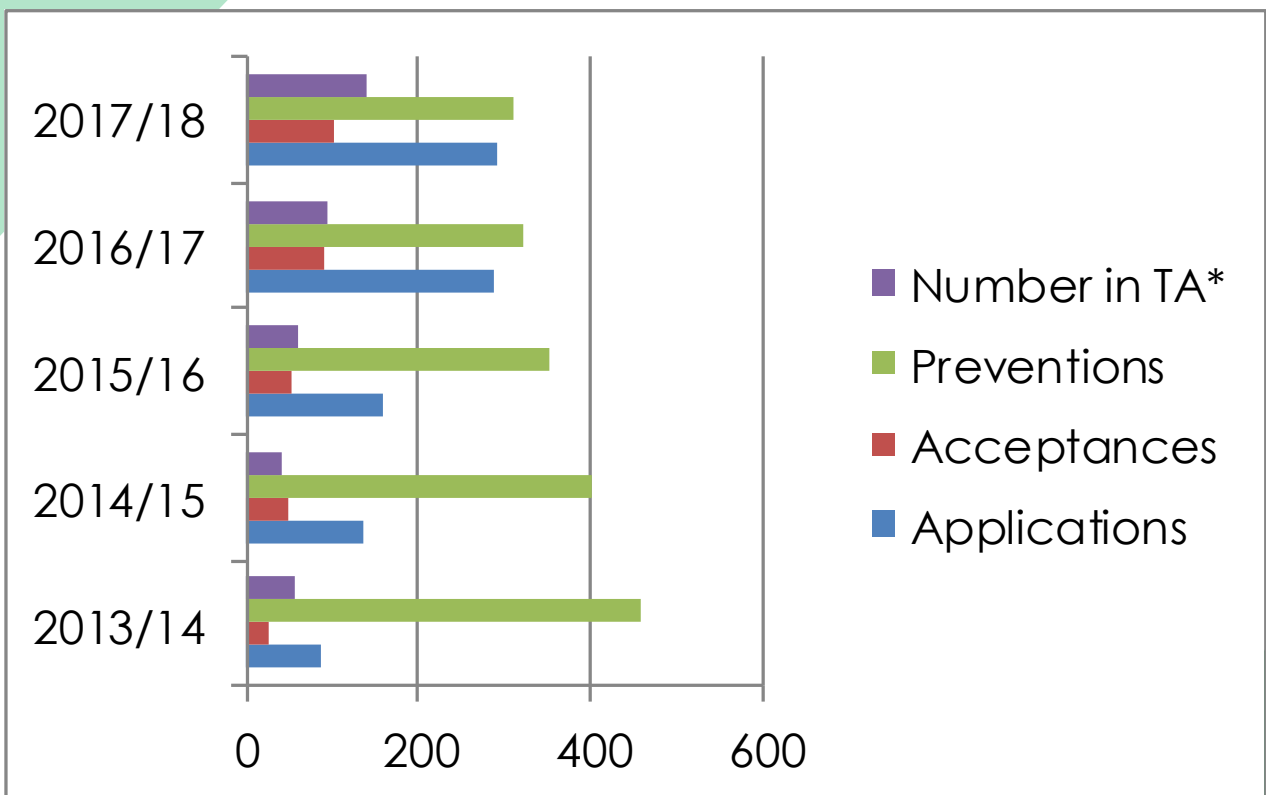


This demonstrates that the greater Clacton area (Clacton Town, Jaywick Sands, Great Clacton and Holland-on-Sea) is the area of highest demand and where the council needs to seek a maximisation of affordable housing.

## 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. needs to seek a maximisation of affordable housing.

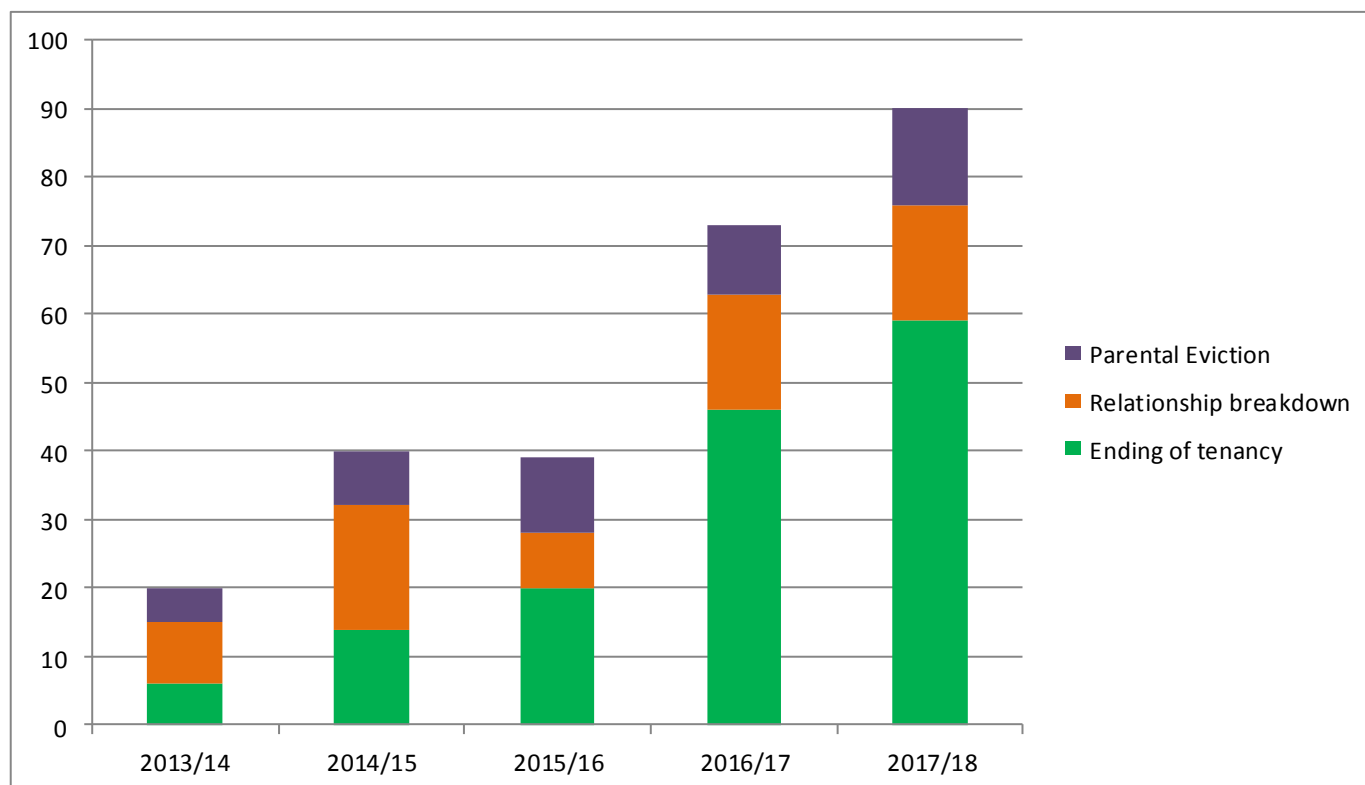


\*Temporary Accommodation

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:**



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.

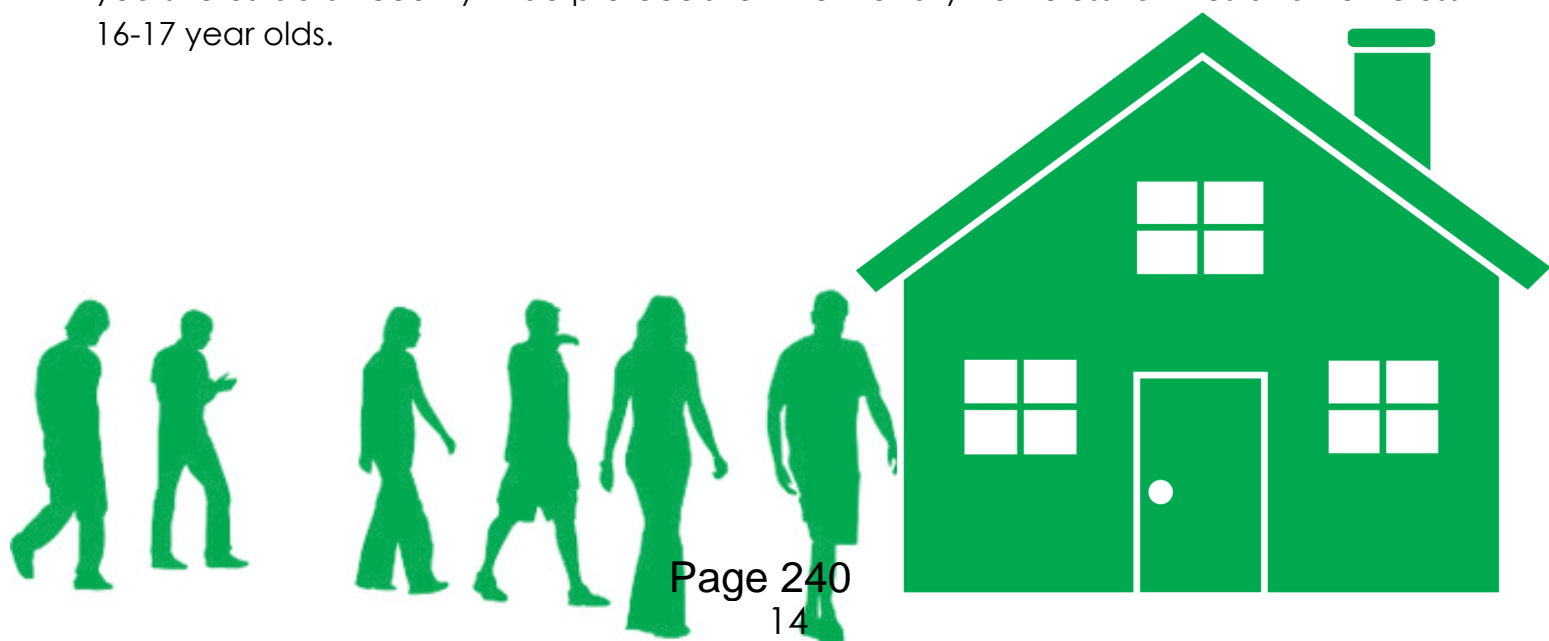
It is also important to look at some data on which households in the community become homeless.

| 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.

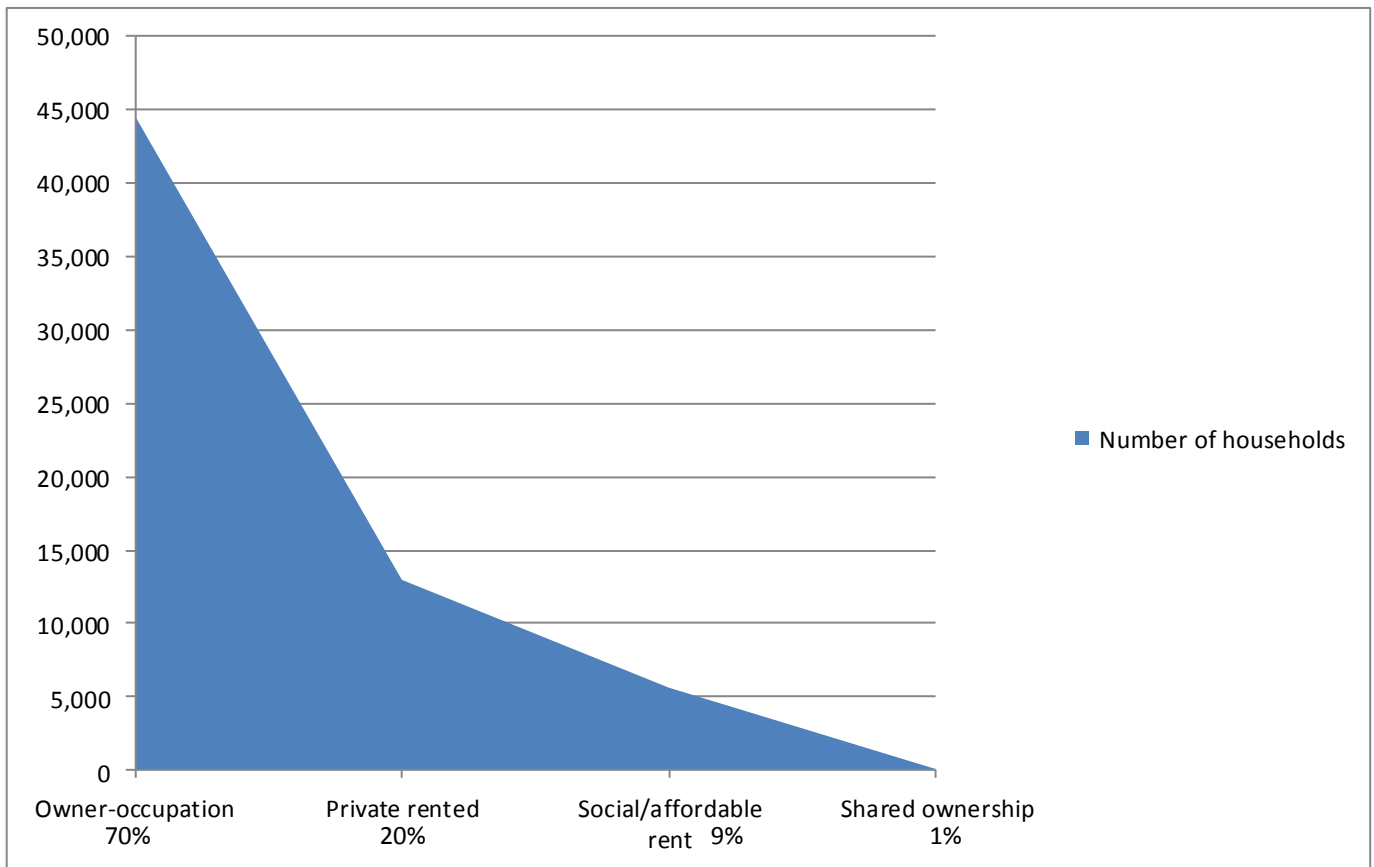
Rough sleeping numbers remain low in the district but remain a concern nonetheless. The number of rough sleepers in the district was last estimated to be 6 individuals in November 2018. It is for this reason that the council wants to explore new ways of working to address rough sleeping in the area and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

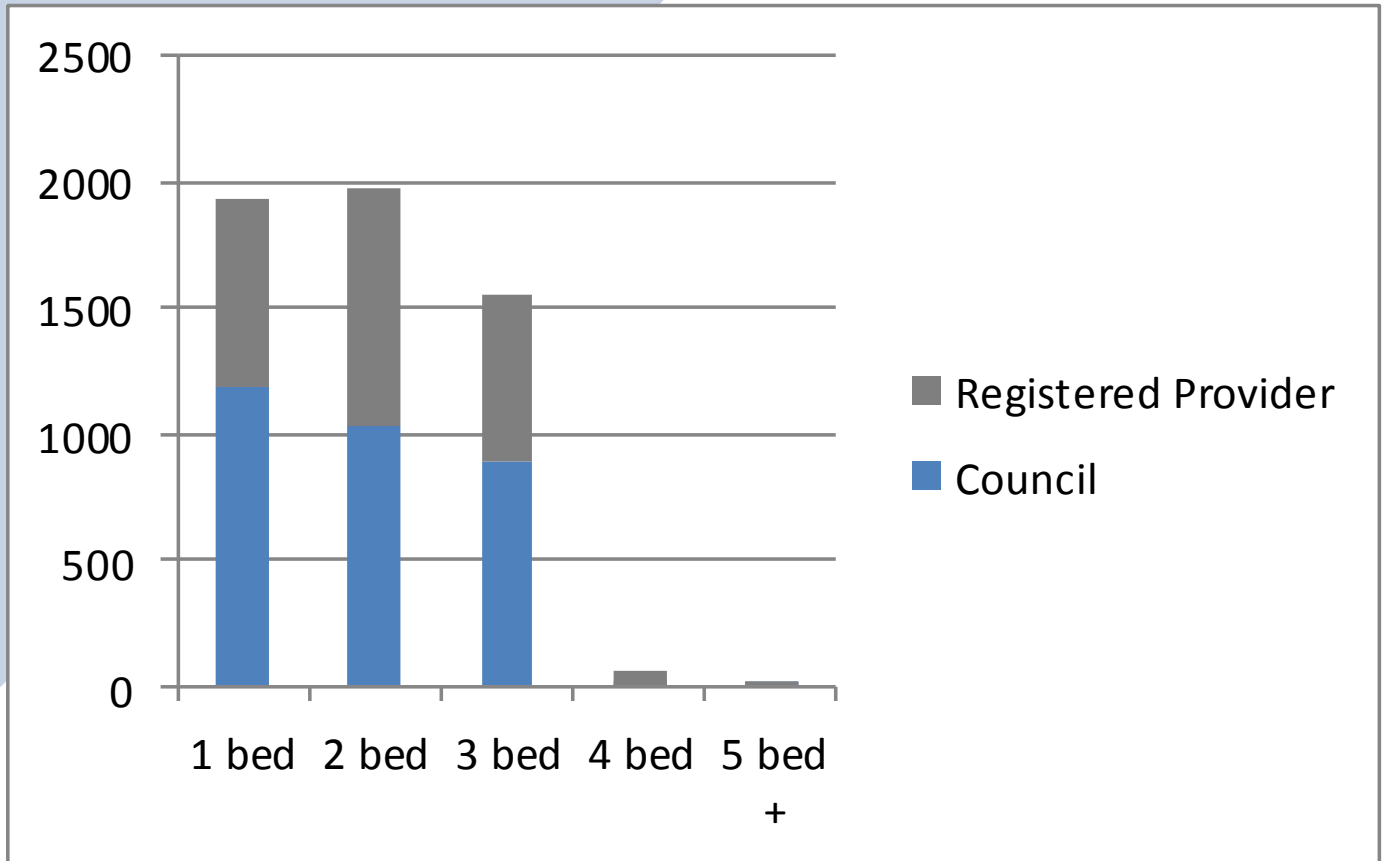
The housing market in Tendring is dominated by owner-occupied accommodation. The most recent Strategic Housing Market Assessment published in December 2015 stated that the tenure breakdown in the district was as follows:



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 31st March 2018, there were 5558 affordable rented homes in the district. 3121 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.



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.



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- ◆ 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 homes delivered has been as follows:

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.

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

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 meets 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 3121 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.





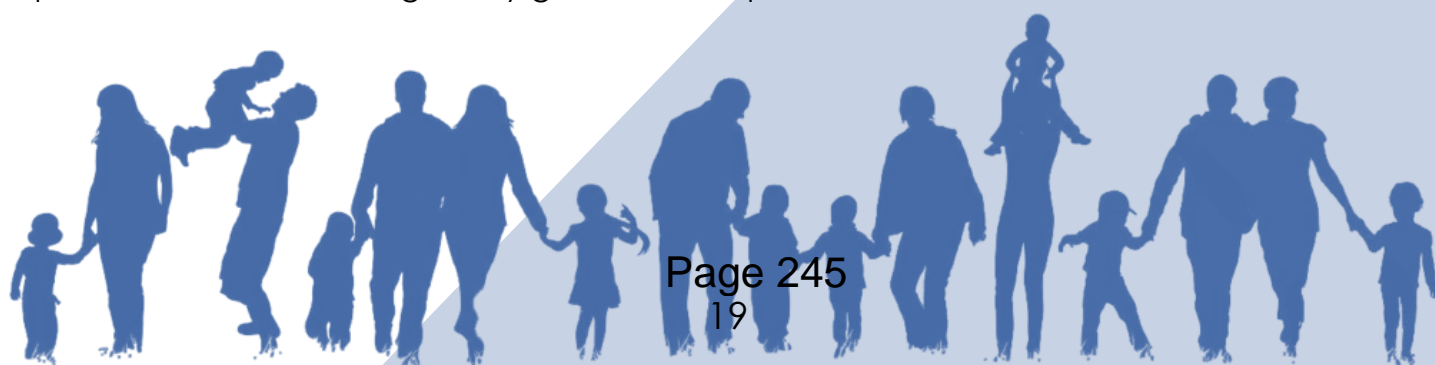
## Our finances:

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.**

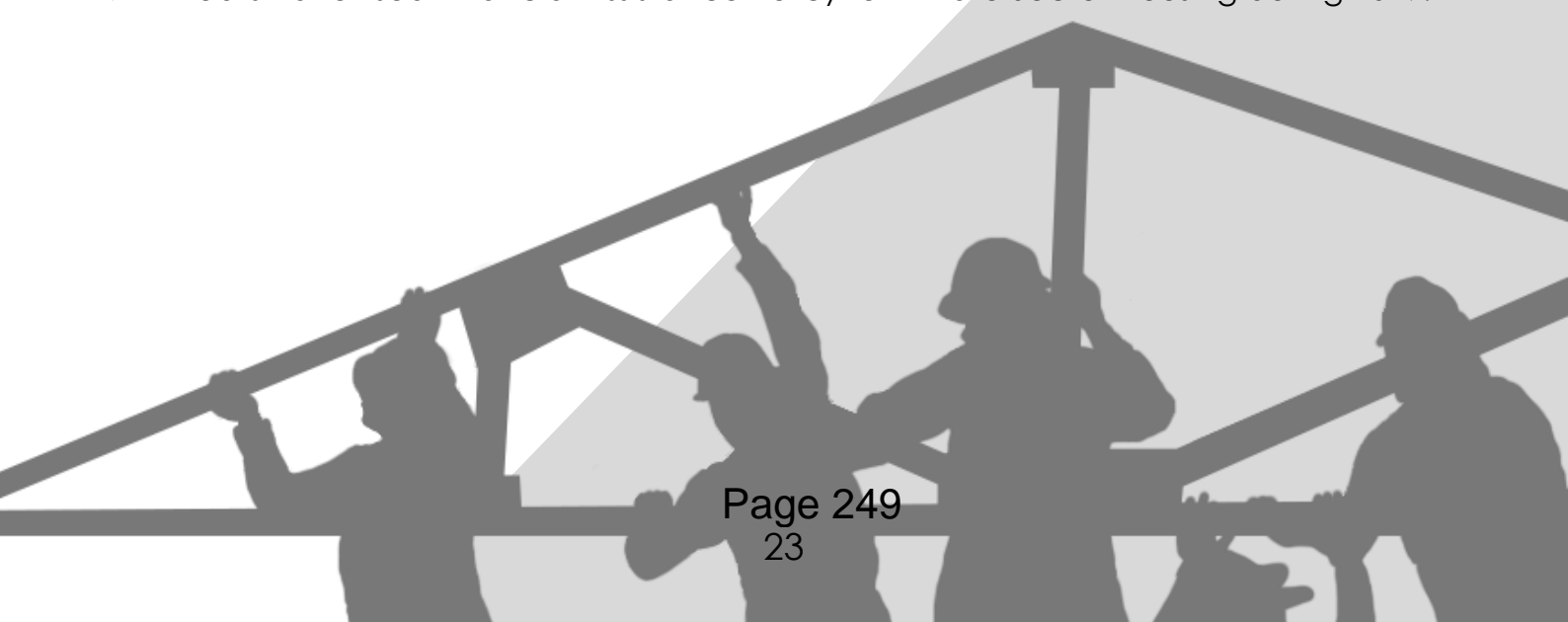
**The council will continue to reduce the number of long term empty properties as set out in the Empty Homes Strategy.**

**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.

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# TENDRING

June 2019

**Addendum to 2017**

**Economic Viability Study**

**Three Dragons and Troy Planning + Design**





**THREE DRAGONS**

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This report is not a formal land valuation or scheme appraisal. It has been prepared using the Three Dragons toolkit and is based on local data supplied by Tendring District Council, consultation and quoted published data sources. The toolkit provides a review of the development economics of a range of illustrative schemes and the results depend on the data inputs provided. This analysis should not be used for individual scheme appraisal.

No responsibility whatsoever is accepted to any third party who may seek to rely on the content of the report unless previously agreed.

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# Executive Summary

- 1 This Addendum has been prepared to build upon the work carried out in the Tendring Economic Viability Study (July 2017) produced by Three Dragons and Troy Planning + Design on behalf of Tendring District Council. The 2017 Study forms part of the library of evidence for the 'Tendring District Local Plan 2011-2033 and Beyond' (the 'Section 2 Local Plan'), submitted for Examination in October 2017. This study should be read alongside these documents.
- 2 Section 1 of the Local Plan (prepared jointly with Braintree and Colchester authorities) was subject to public examination in January 2018 but the examination process has been paused to allow more work to be carried out.
- 3 In view of the delays to Section 1 and resultant delay to the examination of Section 2 as well as the publication of a new National Planning Policy Framework and Guidance in July 2018, Tendring District Council (TDC) has commissioned an addendum to the earlier study and a specific assessment of three proposed site allocations.
- 4 This Addendum has been prepared in consultation with the development industry and has followed the relevant regulations and guidance and is in line with the National Planning Policy Framework.

## Residential development

- 5 To test viability, we drew up a number of case studies which reflect the type of sites likely to come forward, in light of the policies in the Section 2 draft Local Plan and historic patterns of development. These are broadly the same as the case studies tested in our 2017 study but with some amendment to reflect changes to anticipated delivery on sites that have not yet been granted planning permission and a possible greater range of densities:
  - a) A set of 1 hectare 'tiles' at varying densities – these represent more straightforward sites and give a flavour of how the policies in the draft Local Plan may impact generally across all areas and densities;
  - b) A series of case studies ranging from 15 to 300 dwellings which reflect typical sites identified in the SHLAA process and allocated in the Local Plan and/or are likely to come forward as windfall;
  - c) Sheltered and Extra Care schemes;
  - d) Rural Exception Sites;

- e) Build to Rent.
- 6 In addition we have tested 3 Strategic Allocated Mixed Use (SAMU) sites – these are sites allocated for mixed use development in the Local Plan:
- a) SAMU1 – 150 Dwellings
  - b) SAMU2 – 1,700 Dwellings
  - c) SAMU3 – 918 Dwellings.

### **Key Assumptions used in the testing**

- 7 Three value areas were identified within the plan area and have been used for the testing, divided into 'Frinton Cluster', 'Manningtree & Rural North' and 'Eastern'. House prices and land values are highest in the Frinton Cluster, followed by Manningtree & Rural North, then lowest in Eastern value area.
- 8 The testing has taken account of the proposed policies in the draft Section 2 Local Plan including:
- LP5 – Affordable & Council Housing: sets an affordable housing target of 30% of the total number of residential units on development sites of 11 dwellings or more (up to 20% can be as an off-site contribution);
  - SPL3 - Accessible & Adaptable Homes: requires 10% of both market and affordable housing to be to Part M(4) 2 of Building Regulations 2010 adaptable & accessible standard and 5% of affordable homes to be to Part M(4) 3 wheelchair user standards;
  - LP3 – Housing Density & Standards: (B) New housing to be built to 'national minimum internal floor-space standards';
  - LP2 – Housing Choice: requires, "On developments of 11 or more (net) dwellings, the Council will expect to see a mix of dwelling size, type and tenure that broadly reflects the housing need identified in the latest Strategic Housing Market Assessment".
- 9 Both costs and values have increased since the 2017 study and have been updated in this Addendum. These and all assumptions used in the testing are based on published sources, local research and industry norms. They have been prepared in consultation with the Council, development industry and social housing providers. A full list of the assumptions used in the testing can be found at Appendix I.

### **Summary**

- 10 The viability study addendum supports the findings of the Tendring Viability Study 2017 demonstrating a viable and deliverable plan. In most cases there has been an

improvement in development viability, although case studies including higher than normal costs have seen a slight decrease. However, neither of these changes are significant enough to alter the conclusions and findings of the 2017 study.

- 11 A policy of 30% affordable housing is supported on most sites. Some flexibility over density, mix or affordable housing should be maintained to allow Build to Rent schemes to come forward, or, in the Eastern value area only, specialist older persons or flatted development, or schemes with particularly high infrastructure costs.
- 12 The most viable schemes occur in the Frinton Cluster, followed by Manningtree & Rural North, then the Eastern value area. In the higher value areas there could be potential to capture more value from development than modelled here. However, that is not to say that in Eastern areas development is marginal – in most cases there was enough viability ‘headroom’ to meet all policy requirements in the draft Local Plan.
- 13 The 3 SAMU sites tested are shown to be viable and deliverable. Infrastructure costs should be kept under review but as such all planned infrastructure including transport and education can be delivered alongside 30% affordable housing.
- 14 It is anticipated that the Section 2 of the Local Plan will not be examined until 2020. In which case we would recommend that assumptions are reviewed nearer that time to check as to whether they are still appropriate.



# 1 Introduction

## Purpose of the Addendum

- 1.1 This Addendum has been prepared to build upon the work carried out in the Tendring Economic Viability Study (July 2017<sup>1</sup>) produced by Three Dragons and Troy Planning + Design on behalf of Tendring District Council. The 2017 Study forms part of the library of evidence<sup>2</sup> for the 'Tendring District Local Plan 2011-2033 and Beyond' (the 'Section 2 Local Plan'), submitted for Examination in October 2017. The findings in this report should be read alongside the 2017 Study.
- 1.2 The viability evidence provided in this report is to support Tendring District Council as its Section 2 Local Plan continues to progress through Examination in Public to adoption. The Council recognise the importance of producing a plan that is viable and deliverable and has commissioned Troy Planning + Design and Three Dragons to assess viability.
- 1.3 From the perspective of national policy, it is important that the viability study can be relied upon as being up to date to demonstrate that the proposed policy requirements and standards for a development can be considered sound. Since the previous study there have been several updates to national policy and guidance and this Addendum notes the updated guidance in relation to residential development and plan making, notwithstanding that the Plan will be assessed against older guidance under transitional arrangements.

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<sup>1</sup> [https://www.tendringdc.gov.uk/sites/default/files/documents/planning/Planning\\_Policy/TDC\\_015%20Economic%20Viability%20Study%20-%20June%202017.pdf](https://www.tendringdc.gov.uk/sites/default/files/documents/planning/Planning_Policy/TDC_015%20Economic%20Viability%20Study%20-%20June%202017.pdf)

<sup>2</sup> Submission Document Reference TDC/015



- 1.4 Please note, at this stage it has not been considered necessary to update the non-residential viability tests that are within the 2017 study as there has been little change in government guidance in respect to the approach for testing such uses.

## Local planning policy context for the Addendum

- 1.5 Tendring District Council, Braintree District Council and Colchester Borough Council, collectively forming the North Essex Authorities (NEA), submitted their Local Plan in October 2017. The examination was paused in January 2018 to allow for additional work to be carried out on the evidence base and Sustainability Appraisal. As a result of both the pause in examination and the publication of the new NPPF and PPG, plus the possibility of changes to viability testing assumptions, an Addendum to the original 2017 viability assessment has been commissioned.
- 1.6 The policies of the submission version Section 2 Local Plan were fully assessed in the July 2017 Study in terms of outlining the requirements and standards sought from development alongside the type, scale and locations of growth for which provision is made. Appendix II of the July 2017 viability assessment contains an assessment of all emerging Local Plan policies with regards to implications for viability testing.
- 1.7 The Council has not suggested any changes to any policies with implications for viability testing since the 2017 study was published, therefore that testing remains relevant. This Addendum aims to update time sensitive assumptions and those impacted by new guidance and provide more fine grain testing of strategic sites in recognition of the new guidance.
- 1.8 In preparing this Addendum it was therefore agreed that the policies in the submission version of the Tendring Local Plan should in principle be tested 'as submitted' and with the intention of them being applied as they are proposed.
- 1.9 In summary the Addendum will:
- Have regard to the proposals for phasing and housing delivery rates indicated in updates from the Council. The Strategic Housing Land Availability Assessment (2018)<sup>3</sup> details the trajectory for the Plan period. The use of an updated trajectory makes an allowance for the change in status of allocations with planning permission. It also

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<sup>3</sup>[https://www.tendringdc.gov.uk/sites/default/files/documents/planning/Planning\\_Policy/2018%20Tendring%20SHLAA.pdf](https://www.tendringdc.gov.uk/sites/default/files/documents/planning/Planning_Policy/2018%20Tendring%20SHLAA.pdf)

provides a basis on which to understand whether the policy requirement for affordable housing is already being achieved in practice on sites within the district.

- Where relevant, more recent evidence from past trends in delivery and information on supply expected to come forward as part of the plan has been used to refine and supplement development typologies and case studies tested in the 2017 Study.
- Provide more detailed testing of the proposed Strategic Mixed-Use Allocations ('SAMU' sites), so that the specific viability context for each site can be fully understood. These allocations represent strategically important sites critically important to delivery of the objectives and quantum of development relied upon in the emerging Section 2 Local Plan for Tendring. It is important that the testing carried out in this refresh is aligned closely with the scale, phasing and costing information obtained through the Infrastructure Delivery Plan, recognising short, medium- and long-term impacts on cash flow.
- Review development viability testing assumptions in relation to information such as new house prices and build costs.

## National planning context

- 1.10 National planning guidance has changed since the last study with the publication of a new National Planning Policy Framework in July 2018 and February 2019 as well as an updated Planning Practice Guidance for viability, the most recent version in May 2019. However under transitional<sup>4</sup> arrangements it is understood that Part 2 Local Plan will be examined against earlier versions – the 2012 NPPF and 2014 PPG on viability. It will nonetheless be important to be mindful of the new guidance when assessing viability as this will be the context in which decisions are taken.
- 1.11 Both the 2012 and 2019 NPPF advise that cumulative effects of policy should not combine to render plans unviable:

*'Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and*

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<sup>4</sup> NPPF 2019 Para 214

*water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.’<sup>5</sup>*

- 1.12 Planning Practice Guidance<sup>6</sup> (PPG) provides further detail about how the NPPF should be applied and contains general principles for understanding viability. The approach taken in the latest PPG reflects our approach to viability in that it emphasises a realistic understanding of the costs and values of development, taking account of Plan policies, alongside direct engagement with the development industry<sup>7</sup>. Evidence should be proportionate to ensure plans are underpinned by a broad understanding of viability, with further detail where viability may be marginal or for strategic sites with high infrastructure requirements<sup>8</sup>. Not every site requires testing and site typologies may be used to determine policy<sup>9</sup>. Thus the latest PPG is not dissimilar to PPG 2014 and an outline of how the earlier version was taken into account can be found at paragraph 1.6 of the 2017 viability study.
- 1.13 However the 2019 PPG differs from earlier versions in that it places more emphasis on testing strategic sites<sup>10</sup>, goes further in setting out how costs should be defined<sup>11</sup> and places clear emphasis on existing use value when setting benchmark land values<sup>12</sup>. It places greater weight on viability at plan making stages by setting out that *‘the price paid for land is not a relevant justification for failing to accord with relevant policies’* and that *‘the role for viability assessment is primarily at the plan making stage’<sup>13</sup>*.

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<sup>5</sup> MHCLG, 2019 NPPF Para 34

<sup>6</sup> MHCLG, Planning Practice Guidance

<sup>7</sup> PPG 10-002-20190509

<sup>8</sup> PPG 10-003-20180724

<sup>9</sup> PPG 10-004-20190509

<sup>10</sup> PPG 10-005-20180724

<sup>11</sup> PPG 10-012-20180724

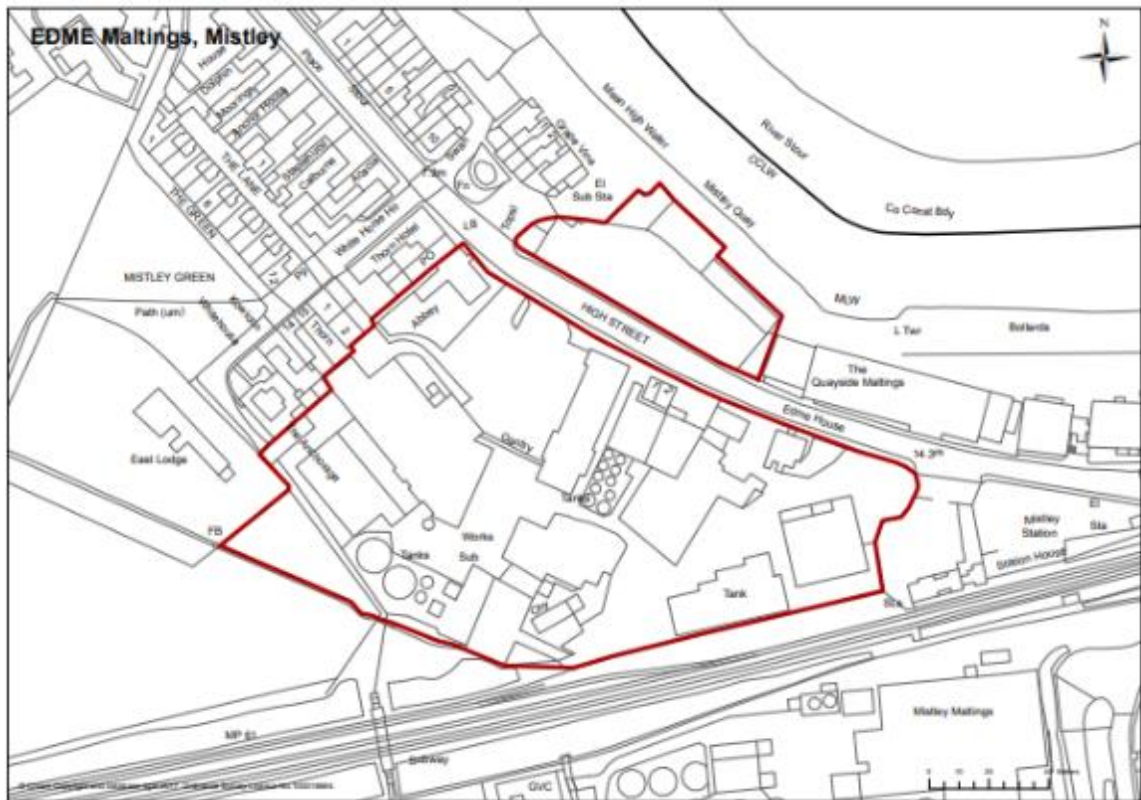
<sup>12</sup> PPG 10-014-20190509

<sup>13</sup> PPG 10-002-20190509

## Draft Local Plan - Strategic Sites

- 1.15 The draft Local Plan includes a number of Strategic Allocated Mixed Use (SAMU) sites through which the council will deliver its housing requirement alongside other strategic priorities. The addendum includes a more detailed testing approach for strategic sites, the assumptions for which are discussed in the next chapter. The Council selected 3 SAMU sites for testing, which are detailed below.

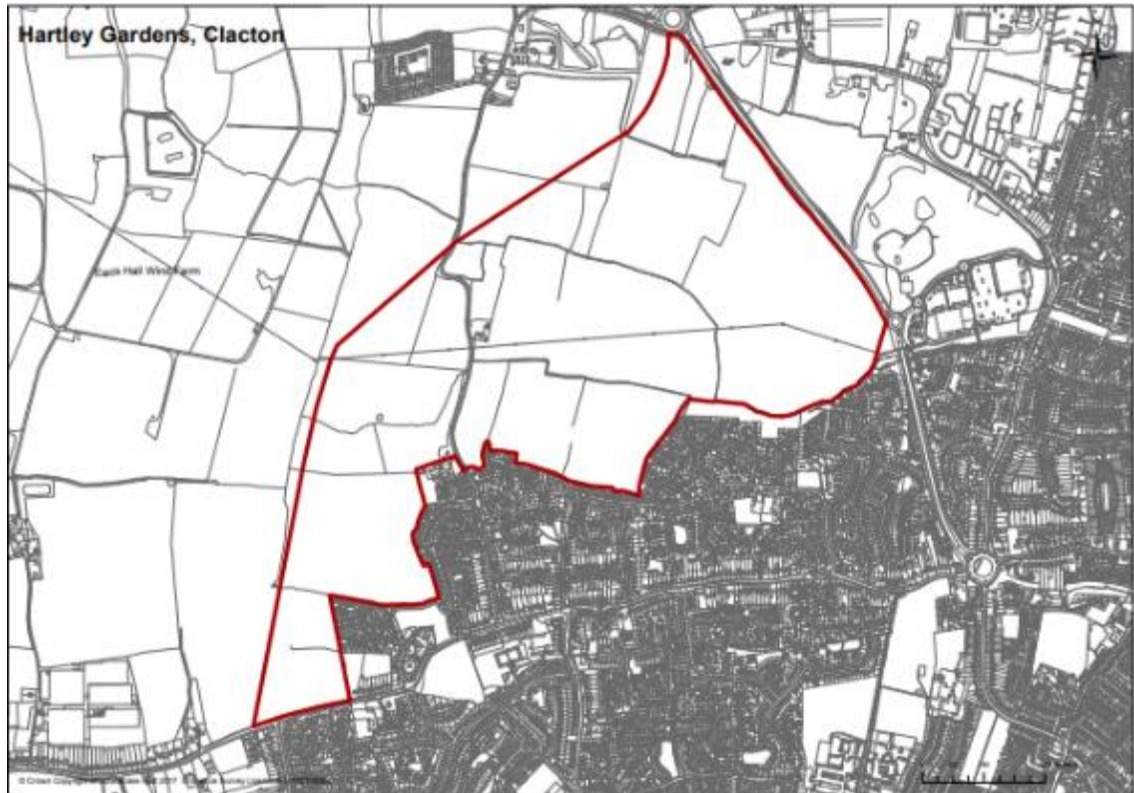
### SAMU1 EDME Maltings



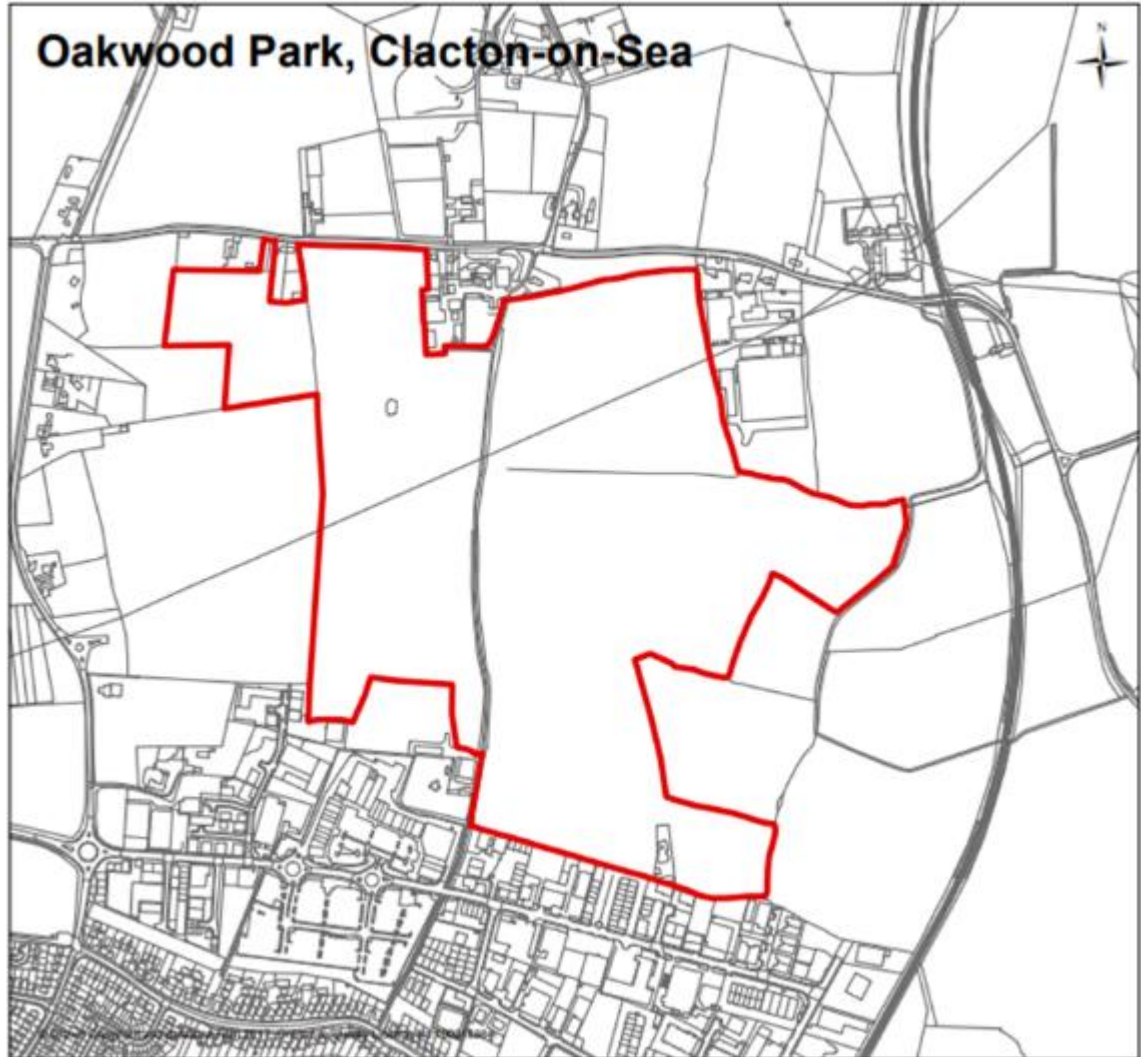
- 1.16 Land at EDME Maltings, Mistley, is allocated in the Section 2 Local Plan for mixed use development, for at least 150 homes, at least 0.13 hectares of land for employment and recreation/leisure uses.
- 1.17 Given the existing employment use of the site, businesses will need to be relocated prior to redevelopment, and therefore delivery timescale will be longer and dependent upon finding suitable alternative premises. Owing to the uncertainty of the ability for the employment uses to be relocated, the delivery of the dwellings within the plan period is not being relied upon in the trajectory. However, Table LP2 in the submission Local Plan offers support for the site to be delivered between 2028/29 and 2032/33.
- 1.18 The site at EDME Maltings has particular constraints in relation to maritime heritage and nature conservation and many historic buildings will need to be retained. There will also be

the requirement for clearance of the site, once businesses have been relocated. These are interesting considerations for the viability study as mitigation costs will be higher than a typical site.

### **SAMU2 Hartley Gardens**



- 1.19 Land at Hartley Gardens, Clacton, is allocated in the Section 2 Local Plan for mixed use development for 1,700 homes, at least 7ha employment land, a new primary school with co-located early years and childcare facility and 1ha of public open space. The settlement of Clacton is expected to deliver 3,100 homes, and therefore the land at Hartley Gardens represents approximately 19% of the allocated growth within the plan period.
- 1.20 Table LP2 in the submission Local Plan suggests that 300 homes will be delivered in 2023/24 to 2027/28 and a further 300 in 2028/29 to 2032/33. The remaining 1,100 will be delivered beyond the end of the plan period.
- 1.21 The south eastern part of the site has secured outline planning permission for a mixed use development, including 200 homes (16/01250/OUT). It is therefore possible that part of the site could come forward earlier than anticipated in the Local Plan, but this will be subject to reserved matters being approved.

**SAMU3 Oakwood Park**

- 1.22 Land at Oakwood Park, Clacton, is allocated in the Section 2 Local Plan for mixed used development comprising 750 homes, 3.3ha of open space, a new primary school with co-located early years and childcare facility, extra care and health care facilities and a local centre. Of the total number of dwellings, it is required that 180 units address a specific requirement for accommodation designed for the needs of older residents.
- 1.23 Table LP2 in the submission Local Plan suggests that 300 homes will be delivered in 2023/24 to 2027/28 and a further 300 in 2028/29 to 2032/33. The remaining 150 will be delivered beyond the end of the plan period. In relation to delivering housing choice, Policy LP2 in the submission Local Plan states that the Council will support the development of bungalows and retirements complexes to meet the future needs of older and disabled residents.

- 1.24 The promoter of this site has indicated in their latest concept plan and delivery statement that 918 dwellings will be delivered on this site.
- 1.25 Adjacent to the site, to the west, outline permission for 250 dwellings has been secured, and the reserved matters are currently being determined (18/01800/DETAIL).
- 1.26 The three sites each come with their own individual challenges which present different considerations for viability testing. The implications of the requirements for each site is detailed further on in this document.

## Research evidence

1.27 The research which underpins the Economic Viability Study 2017 and which was updated for the Addendum 2019 includes:

- Analysis of information held by the authority, including the profile of land supply identified in the Strategic Housing Land Availability Assessment and sites proposed for allocation in the emerging Local Plan; a review of historic planning permissions; and reviewing records of planning contributions;
- A stakeholder workshop was undertaken on 13 March 2017 and held jointly on behalf of the three authorities of Braintree District Council along with Colchester Borough Council and Tendring District Council. Relevant stakeholders from the original workshop were re-contacted in November 2018 and invited to comment on the revised assumptions;
- Promoters of the SAMU sites were contacted individually. Meetings and follow-up discussion were held with the promoters of SAMU2 and SAMU3;
- Telephone interviews with Registered Providers operating in the district;
- Follow up discussions with stakeholders and estate agents were used to validate assumptions for land values and property prices, particularly for new-build stock;
- On-going dialogue with council officers, in-particular from planning and housing; and
- Analysis of publicly available data to identify the range of values and costs needed for the viability assessment.

1.28 A conclusion from the updated research was that house prices and building costs (along with associated infrastructure costs) had increased significantly since the original study.

1.29 All the residential viability testing uses the Three Dragons Toolkit, adapted for Tendring, to analyse scheme viability for residential development and the Three Dragons bespoke model for the analysis of non-residential schemes.





## 2 Residential development

### Site type tested

- 2.1 To test viability, we drew up a number of case studies which reflect the type of sites likely to be come forward, in light of the policies in the Section 2 draft Local Plan, including the allocated sites, and historic patterns of development. Working with the Council, we prepared a range of site typologies for testing and these are broadly the same as the sites tested in our 2017 study but with some amendment to reflect changes to anticipated delivery on sites that have not yet been granted planning permission and a possible greater range of densities:
- a) A set of 1 hectare 'tiles' at varying densities – these represent more straightforward sites and give a flavour of how the policies in the draft Local Plan may impact generally across all areas and densities;
  - b) A series of case studies ranging from 15 to 300 dwellings which reflect typical sites identified in the SHLAA process and allocated in the Local Plan and/or are likely to come forward as windfall; for the purposes of reporting these are split further into
    - i) Small – medium case studies based on sites of less than 2 hectares at around 50 units or fewer and with a net to gross ratio of between 90% and 100%;
    - ii) Intermediate & large case studies representing potential delivery on sites of more than 2 ha with a net to gross ratio of 80% or lower;
  - c) Sheltered and Extra Care schemes
  - d) Rural Exception Sites - examples of potential Rural Exception Sites (RES) where the assumption is that 100% of units will be affordable but if this is not viable then a proportion of market homes may be allowed to facilitate delivery of affordable units.

**Figure 2.1: Case Study Sites Tested**

| <b>1 ha tiles</b> | <b>Sites under 2 ha</b>         | <b>Sites over 2 ha</b>         | <b>Sheltered &amp; Extra Care</b> | <b>RES</b>     | <b>Build to Rent</b>         |
|-------------------|---------------------------------|--------------------------------|-----------------------------------|----------------|------------------------------|
| <b>25 units</b>   | T1 – 15 units                   | T5a - 80 units                 | T8 -50 sheltered                  | RES - 10 units | T10 - 75 Build to Rent flats |
| <b>30 units</b>   | T2 – 25 bungalows               | T5b -80 units (higher density) | T9 – 50 extra care                |                |                              |
| <b>35 units</b>   | T3a – 50 units                  | T6 – 125 units                 |                                   |                |                              |
| <b>40 units</b>   | T3b – 50 units (higher density) | T7 – 300 units                 |                                   |                |                              |
|                   | T4 – 50 flats                   |                                |                                   |                |                              |

2.2 In addition we modelled the three further specific Strategic Allocated Mixed Use (SAMU) sites, as detailed in chapter 1, of approximately 150, 1700 and 900 units based on allocated sites SAMU1, SAMU2, SAMU3. Note that for SAMU3 we tested the number of residential units submitted in the promoter’s concept plan and delivery statement<sup>14</sup>, as advised by TDC. This is an increase from the figure of 750 in the Local Plan<sup>15</sup>.

<sup>14</sup> Number and mix of units supplied by TDC, taken from the Concept Plan & Delivery Statement

<sup>15</sup> Para 9.3.1 Draft Local Plan TDC October 2017

**Figure 2.2: Allocated Sites Tested**

| Site Ref      | Value Area                | Dwelling Mix<br>(full details Annex I)                                 | Density   | Net Area<br>(ha) | Gross area<br>(ha) | Net to Gross % |
|---------------|---------------------------|--|-----------|------------------|--------------------|----------------|
| <b>SAMU 1</b> | Manningtree & Rural North | 150 units<br>Apartments & townhouses<br>+ 0.13 ha employment           | 88 dph    | 1.70             | 2.24               | 76%            |
| <b>SAMU 2</b> | Eastern                   | 1,700<br>General mix<br>(680 units during Plan period)                 | 38.5 dph  | 44.20            | 68.00              | 65%            |
| <b>SAMU 3</b> | Frinton Cluster           | 918 units<br>Half units bungalows,<br>remaining units -<br>general mix | 26.65 dph | 34.45            | 53.00              | 65%            |

## Key assumptions used in the testing

- 2.3 The assumptions used in the 2017 Study were updated using the research methods outlined in chapter 1. These are discussed below.

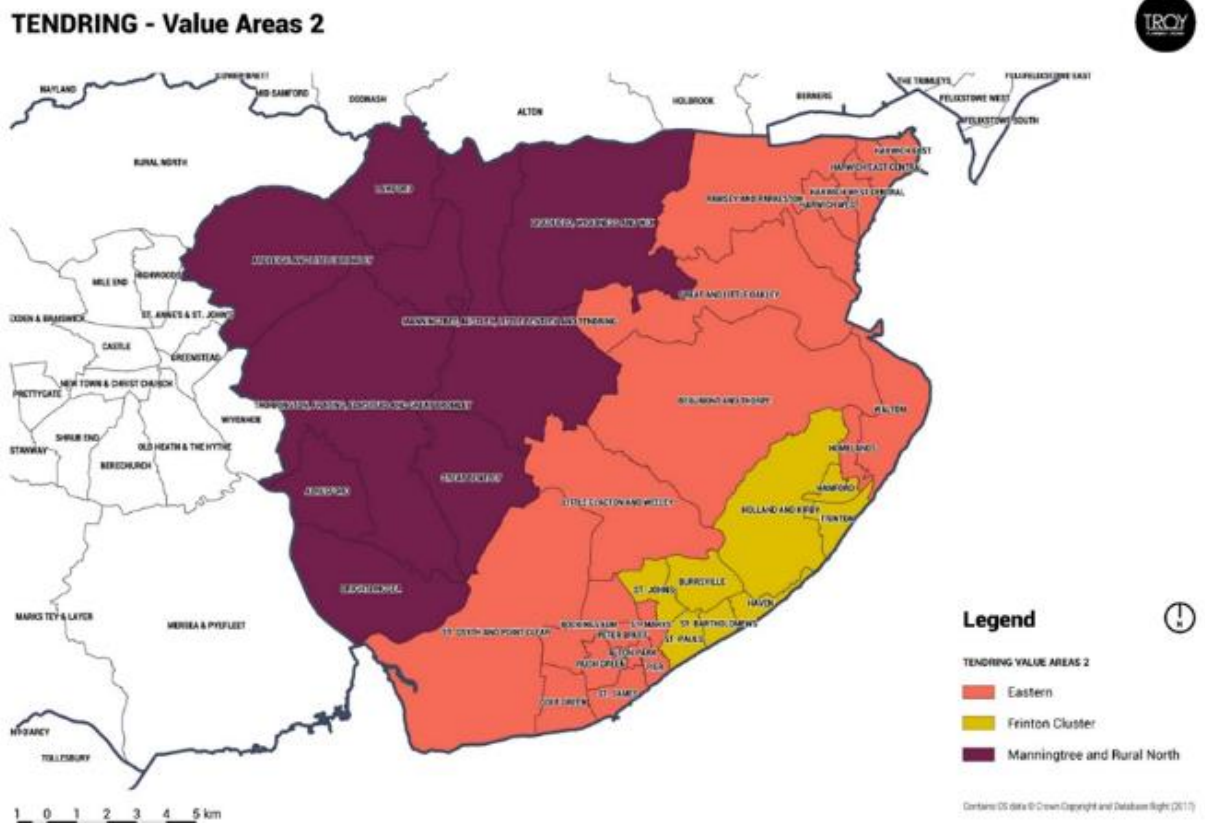
### Value areas

- 2.4 Three value areas were presented to the development industry workshop in January 2017. These were:

- Frinton;
- Manningtree & Rural North; and
- Eastern.

These are shown on the map at figure 2.3 below.

Figure 2.3: Value Areas



2.5 No comments or amendments were requested. In subsequent consultation the three value areas were largely supported, albeit with one request for further subdivision. However evidence did not support this and the areas have not subsequently been amended, although it is noted that there will be a range of prices and values within each value area. House prices and land values are highest in the Frinton Cluster, followed by the Manningtree & Rural North, then lowest in the Eastern area. Based on information obtained from Land Registry<sup>16</sup>, no amendment to these value areas was required for the Addendum.

**Benchmark land values**

2.6 There is no single agreed figure to be used for the benchmark land value for each of value areas and our 2017 study arrived at realistic benchmark values through review of a number of data sources. These included values used in previous viability studies, existing use values (+premium) and known values achieved within the district. Again this approach concurs with NPPG 2014 & 2018<sup>17</sup>. No new evidence has been provided in the second

<sup>16</sup> Land Registry Price Paid Data – latest at June 2018 and HPSSA Dataset 13 – mean price paid newly built dwellings

consultation or through further analysis of the local land market, therefore we have kept land values the same as for the original study.

- 2.7 Benchmark land values for the Rural Exception Sites (RES) have been derived on a slightly different basis. They are based on a value per plot (for the market and affordable housing) and reflect 'typical' values found in the region and verified by feedback from RPs with experience of operating in the district.

**Figure 2.4: Benchmark Land Values per gross ha**

| Tendring – Value Areas               | Small – Medium sites (less than 2ha) | Intermediate site (2-6 ha) | Large strategic site (over 6 ha area) | Rural Exception Sites |
|--------------------------------------|--------------------------------------|----------------------------|---------------------------------------|-----------------------|
| Eastern value area                   | £0.4m                                | £0.35m                     | £0.25m                                | £10K plot             |
| Manningtree & rural north value area | £0.7m                                | £0.57m                     | £0.44m                                | £10K plot             |
| Frinton cluster value area           | £0.95m                               | £0.7m                      | £0.44m                                | £10K plot             |

### Sales values

- 2.8 House prices are based on Land Registry data, adjusted for new build values. Values were reviewed with local estate agents. We have increased sales values since our original 2017 study to take account of rises in the Land Registry House Price Index <sup>18</sup>.
- 2.9 For site SAMU 3, we have reduced values for bungalows by 10% following consultation with the developer and evidence supplied. This reflects the particular conditions of the localised market.

<sup>17</sup> NPPG para 013 Reference ID: 10-013-20180724 24/07/18

<sup>18</sup> Rise between 0% and 15% depending upon house type and location – see Land Registry Price Paid Data – latest at June 2018 and HPSSA Dataset 13 – mean price paid newly built dwellings

## Draft local plan policies

- 2.10 The testing has taken account of the proposed policies in the draft Local Plan including:
- **LP5** – Affordable & Council Housing: sets an affordable housing target of 30% of the total number of residential units on development sites of 11 dwellings or more (up to 20% can be as an off-site contribution)
  - **SPL3** - Accessible & Adaptable Homes: requires 10% of both market and affordable housing to be to Part M(4) 2 of Building Regulations 2010 adaptable & accessible standard and 5% of affordable homes to be to Part M(4) 3 wheelchair user standards
  - **LP3** – Housing Density & Standards – (B) New housing to be built to ‘national minimum internal floor-space standards’
  - **LP2** – Housing Choice: requires, *"On developments of 11 or more (net) dwellings, the Council will expect to see a mix of dwelling size, type and tenure that broadly reflects the housing need identified in the latest Strategic Housing Market Assessment"*

## Affordable housing

2.11 As per the 2017 study, we have tested affordable housing tenure for the case studies as 80% rented and 20% intermediate as this best corresponds with the Strategic Housing Market Assessment and policy LP2. However, Council officers and affordable housing providers have indicated that delivery at 70% rented and 30% intermediate is more likely to satisfy housing associations internal viability criteria. Therefore we have modelled a 70/30 rented/intermediate affordable tenure split for the 3 SAMU sites.

2.12 In addition, paragraph 64 of National Planning Policy Framework (NPPF) 2019<sup>19</sup> requires that, on major development, *"at least 10% of the homes to be available for affordable home ownership"*.

This would mean that at least 35% of the affordable homes would need to be for affordable home ownership in Tendring (although the SHMA findings is much lower<sup>20</sup>). We have therefore also modelled a sample of case study sites where 35% of the affordable housing is intermediate (in this case shared ownership).

2.13 It has been assumed that no grant is available to subsidise the affordable housing. In practice, some grant may be available, but it is not possible to say how much and in what

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<sup>19</sup> NPPF July 2019

<sup>20</sup> Table 7.4 SHMA 2015 – shows need for just 6 shared ownership dwellings

circumstances. Testing with nil grant is therefore prudent but does mean we are reporting a 'worse case' picture.

### **Build to Rent**

- 2.14 Where we have modelled a Build to Rent scheme we have tested rents at lower, median and upper quartiles taken from the Valuation Office Agency<sup>21</sup> for the year to end September 2018. The assumptions for this model are based net rents, discounted over 30 years, reverting to perpetuity value after this period. It is important to note that this is an emerging market with more than one approach to calculating value and we would recommend the assumptions are kept under review. Full details of rental values, voids, debt, management, maintenance and discount rate can be found in Appendix I and the values generated are shown in Appendix 2 (3) – results.

### **Development costs**

- 2.15 Development costs have been based on standard industry published sources such as Building Costs Information Service (BCIS). Building costs have increased significantly since the original study<sup>22</sup> and we have used these higher levels in our viability refresh. We have also increased site opening up costs and the value of external works in line with these increases.
- 2.16 Densities and housing mix are based on past delivery as well as the council's aspirations for future development in the district. In consultation with the council we have tested a 30 dph mix as standard. However additional testing is carried out at higher and lower densities to capture more rural and urban settings. Densities for the SAMU sites are based on the site allocation details supplied by the council.
- 2.17 The net to gross ratios for residential units are on advice from the council and take into account requirements for open space and mitigation.
- 2.18 To take account of typical s106 / s278 payments we allowed £5,000 per dwelling on sites up to 125 units and £11,000 per dwelling on larger sites to take account of a possible higher education contribution and potential for additional S106 infrastructure. (No CIL is applicable.) These figures represent a small amendment to the previous testing<sup>23</sup> and were arrived following a review of recent contributions achieved by the council alongside

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<sup>21</sup> <https://www.gov.uk/government/collections/private-rental-market-statistics>

<sup>22</sup> By just over 10% for houses BCIS at September 2018

<sup>23</sup> In previous study we used £5K for smaller sites and £10K for larger

discussion with officers on the IDP supporting the Local Plan and anticipated future obligations.

- 2.19 S106 for the SAMU sites was calculated on a site-by-site basis, taking into account analysis supplied in the Infrastructure Delivery Plan (IDP) and in discussion with site promoters. It should be noted that the IDP was updated during the writing of this Addendum Report and we have used the latest version<sup>24</sup>. We have also added in extra contingency where there appears to be additional risk: for unforeseen site-specific costs in respect of SAMU 1 and for the costs of the link road in SAMU 2. Where development relies on the provision of infrastructure we have front loaded the costs to the early years of the development trajectory. School provision is costed to coincide with a live requirement, as per the IDP.
- 2.20 Where costs are recorded as 'unknown' in the IDP and the site promoter has not been able to supply further information, we have benchmarked against other similar schemes. Health in particular was not specified and it is unclear what contribution may be made by the health authority, so costs have been benchmarked against those used by neighbouring authorities<sup>25</sup>.
- 2.21 The Total S106 and site infrastructure costs for the SAMU sites are shown in the table below (further detail on infrastructure costs can be found in Appendix II (table 4)).

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<sup>24</sup> Infrastructure Delivery Plan Review – Final Report June 2019 (Navigus Planning)

<sup>25</sup> Similar costs (£833 per dwelling) unchallenged at Chelmsford Local Plan EiP  
<https://www.chelmsford.gov.uk/planning-and-building-control/planning-policy-and-new-local-plan/new-local-plan/local-plan-examination/>



**Figure 2.5: S106 and infrastructure costs for SAMU sites**

|               | <b>Total S106 &amp; infrastructure<br/>Per unit</b>                                       | <b>Site opening up<br/>Per unit</b> |
|---------------|---|-------------------------------------|
| <b>SAMU 1</b> | £17,700<br>(includes additional contingency equivalent to +5% build costs <sup>26</sup> ) | £7,500                              |
| <b>SAMU 2</b> | £24,500<br>(includes additional 40% contingency on link road)                             | £7,500                              |
| <b>SAMU 3</b> | £12,500   | £7,500                              |

2.22 Where we have discounted case study sites, we have allowed 50 dwellings per outlet per annum, as advised through consultation with the development industry. The SAMU sites have been discounted using the housing trajectory contained in the Strategic Housing Land Availability Assessment (SHLAA)<sup>27</sup>.

2.23 Finally, for the case studies, we have also carried out a series of sensitivity tests to evaluate the impact of:

- Higher costs which could occur on sites e.g. for site remediation or additional infrastructure;
- Differing affordable housing tenures, in particular a higher number of affordable home ownership options;
- Differing densities and market mixes are allowed for in the selection of case studies outlined above.

2.24 A full list of the assumptions used in the testing can be found at Appendix I.

<sup>26</sup> Equivalent to C£1.0m across the scheme

<sup>27</sup> Tendring DC Strategic Housing Land Availability Assessment October 2014



# 3 FINDINGS

3.1 The findings are summarised below under headings that correspond with the case study types identified above, that are:

- 1 ha tiles
- Small-medium case studies
- Intermediate-large case studies
- Sheltered & Extra Care
- Rural Exception Sites
- Build to Rent
- SAMU Sites

3.2 All results are also shown in the table at Appendix II.

## 1 hectare tiles

- 3.3 The 1 ha tiles are straightforward case studies of 1 ha exactly, tested at varying densities and in all 3 value areas. They give a flavour of how Local Plan policies will impact across the district. The results from testing are shown in the chart below, clustered by density. The value areas are distinguished by different coloured bars. Benchmark land value has already been deducted from the residual value, hence any result above £0 per gross hectare can be considered viable.

**Figure 3:1 ha tiles - Residual value minus benchmark land value per gross ha - all value areas**



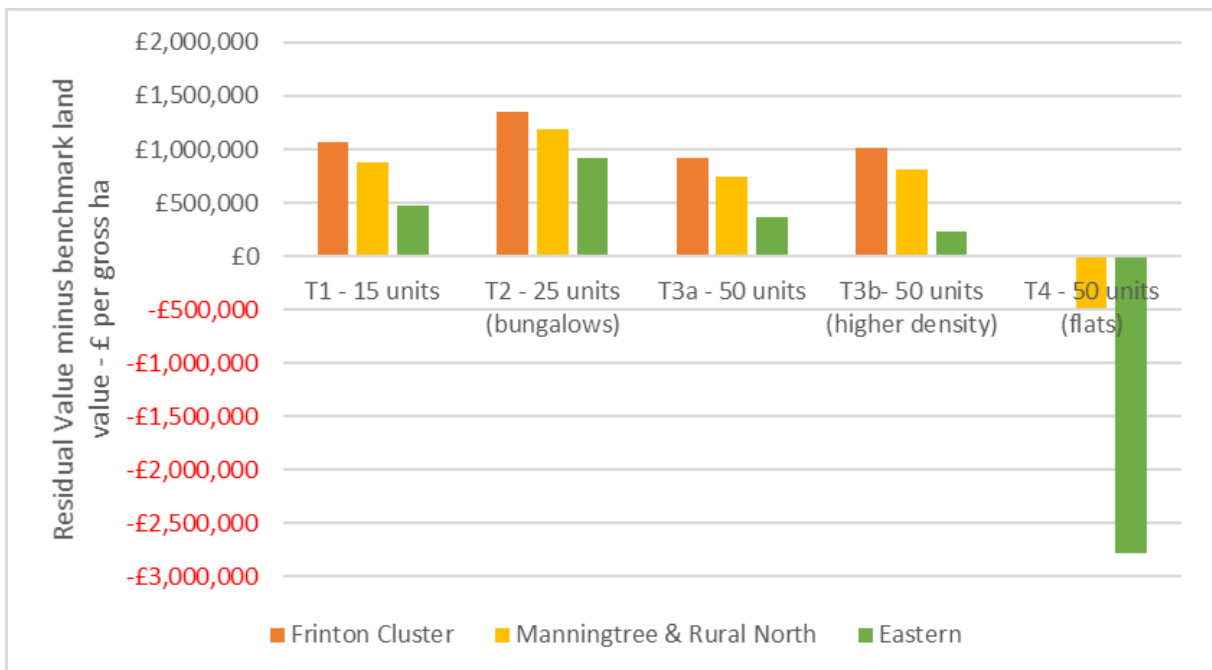
*areas*

- 3.4 Taking into account policies in the Local Plan likely to impact on viability, all the 1ha case studies are viable and able to deliver residential units at the policy position including affordable housing at 30% of delivery. Although all studies produced viable results, it is useful to note that delivery at 35 dph was the most viable in the Frinton Cluster and Manningtree & Rural North, followed by 40 dph. In the Eastern value area both 25dph and 35 dph were together the most viable (£615,000 and £595,000 per gross hectare above benchmark land value, respectively).

## Small-Medium Case Studies

- 3.5 The results for the small-medium case studies are shown in the table below. Densities tested take account of most likely delivery in the district and reflect Local Plan Policy LP3 which requires new housing at an 'appropriate density' taking into account, inter-alia, housing mix and local characteristics. With the exception of T2 (25 x bungalows at 25dph) we have tested at 30 dwellings per hectare unless otherwise specified. To take account of potential urban settings, where 'higher density' is specified, this is 40 dph, and flats are at C70 dph.
- 3.6 Results are shown net of deduction for benchmark land value.

**Figure 3.2: Small-medium case studies - Residual value minus benchmark land value per gross ha – all value areas**



- 3.7 The results show viable case studies, hence deliverable schemes, for all but the flatted study. The best results are for the T2, the case study of 25 bungalows, and is the case in all value areas. In case study T3 (50 units) viability is improved for Frinton Cluster and Manningtree and Rural North when density is increased to 40 dph. (By just under £100,000 per gross ha and just under £70,000 per gross ha respectively – residual value minus benchmark land value). In the Eastern value area the opposite occurs and viability decreases by approximately £140,000 per gross ha when density rises from 30 dph to 40 dph. However at over £200,000 per gross hectare above benchmark land value we would consider this would still be a deliverable scheme from a viability perspective.

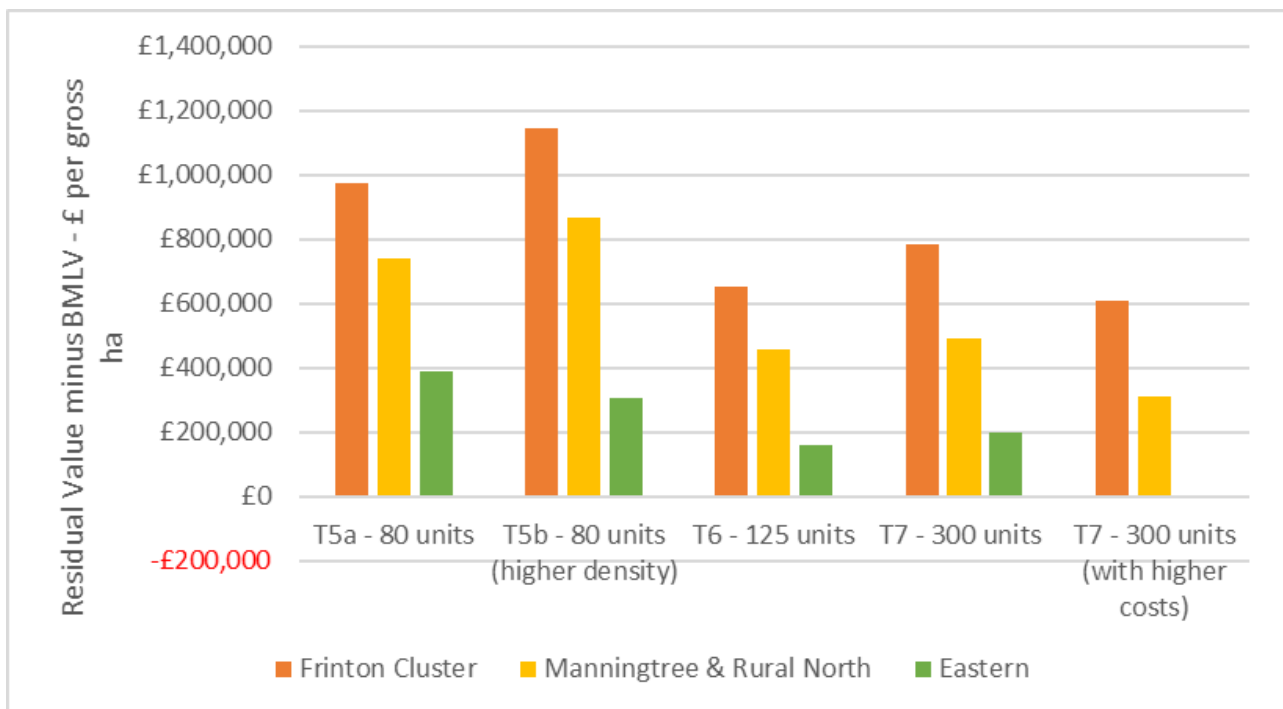
- 3.8 T4, the flatted scheme of 50 units, is marginal in the Frinton Cluster and not viable elsewhere. (Note that it is hard to see the result for Frinton Cluster on the chart because the result is so close to the £0 line on the axis – it is in fact -£15,000.) Although not tested, we would anticipate that increasing density to around 100 dph may improve viability.

## Intermediate-Large case studies

- 3.9 We modelled intermediate to large case studies of more than 2ha, ranging from 80 to 300 units, in all areas. It should be noted that, on allocated sites, most of such delivery is likely in practice to occur in the Eastern value area.
- 3.10 Results are shown in the chart below. Included is both a higher density scheme at 40 dph and the largest case study (300 units) is modelled with additional S106 (£20,000 per unit

**Figure 3.3: Intermediate to large case studies - Residual value minus benchmark land value per gross hectare – all value areas**

as opposed to £11,000) to account for possible additional infrastructure requirements.



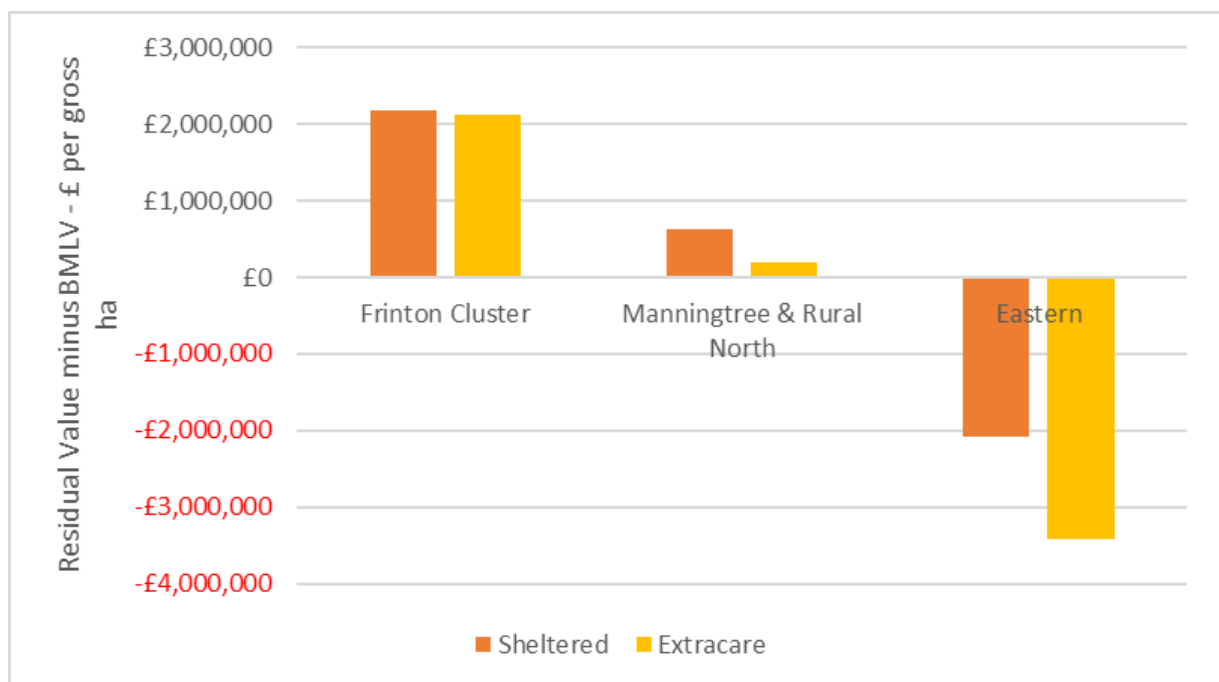
- 3.11 The case studies produced viable results in all value areas therefore we would consider comparable schemes are deliverable. We also ran a sensitivity test on T7, 300 units, where additional costs were added to account for possible additional infrastructure. (Again hard to see on the chart) the result in the Eastern value area for 300 units, T7, with additional

infrastructure allowance is not missing but is marginal (-£2,000/gross ha) after deduction of land value. Some flexibility over housing mix or density may be required to support delivery of such high cost schemes.

## Specialist Older Persons Housing - All Value Areas

3.12 A 50 unit sheltered scheme and a 50-unit extra care scheme were modelled in each value area. The results are shown below:

**Figure 3.4: Sheltered and Extra Care case studies - Residual value minus benchmark land value per gross hectare – all value areas**



3.13 Sheltered housing schemes produced viable results in both the Frinton Cluster and Manningtree & Rural North value areas and gave a surplus over benchmark land value in excess of £2m/ha in the Frinton Cluster area and £0.06m/ha in the Manningtree & Rural North area. Within the Eastern area the sheltered case study was not viable by over £2.0m/ha.

3.14 Extra Care schemes, again, produced viable results for Frinton Cluster and Manningtree & Rural North value areas and gave a surplus over benchmark land value of over £2m/ha in the Frinton Cluster area and £0.2m/ha in the Manningtree & Rural North area. Within the eastern area the extra care housing case study was not viable, producing a deficit of more than -£3m/ha below the benchmark.

- 3.15 Not shown in the chart above, specialist older person schemes (both sheltered and extracare) were modelled and were viable without any affordable housing units in the Eastern value area. Thus could potentially come forward but would be unlikely to be able to provide any affordable units.

## Rural Exception Sites

- 3.16 Rural Exception Sites have traditionally delivered 100% affordable housing. However, planning guidance allows for an element of market housing to be delivered alongside affordable dwellings where this will allow delivery of affordable units. Market units would be the minimum required to ensure a viable scheme.
- 3.17 Testing of these sites therefore focuses first on the residual value generated by 100% affordable housing but, if this is not viable, we then identify the minimum market housing required to produce a viable scheme. In some cases, we have increased the number of intermediate units to minimise the number of market units that may be required. For RES, the benchmark land value used is typically £10,000 per plot (very approximately £300,000 per hectare). This benchmark was derived in discussion with local providers and is much lower than the benchmark used for the other case studies. However, it needs to be borne in mind that RES are only permitted when they meet a local need for affordable housing in perpetuity and are not intended to meet wider housing demand.
- 3.18 In Tendring we looked at a mix of units on a 10 unit RES scheme. The results are shown on a per scheme basis in the table below. The type of dwelling modelled (the dwelling mix) is as shown in the table but, in practice, the mix would be decided scheme by scheme reflecting local need.

**Figure 3.5: Rural Exception Sites– residual value minus land value per scheme**

| Value Area                           | units                  | tenure mix required for viable scheme   | scheme value after land deducted |
|--------------------------------------|------------------------|---|----------------------------------|
| <b>Frinton Cluster</b>               | 5 x 2 bed<br>5 x 3 bed | <b>100% affordable:</b><br>30% rented /<br>70% shared<br>ownership  | £73,390                          |
| <b>Manningtree &amp; Rural North</b> | 4 x 2 bed<br>6 x 3 bed | <b>100% affordable:</b><br>30% rented /<br>70% shared<br>ownership  | £1,395                           |
| <b>Eastern</b>                       | 4 x 2 bed<br>6 x 3 bed | <b>30% market</b> (3 x<br>3 bed detacheds)<br><b>70% affordable:</b><br>20% rented /<br>50% shared<br>ownership | £18,550                          |

- 3.19 These case studies demonstrate that RES can be delivered in the district without recourse to unfettered open market housing in both the Frinton Cluster and Manningtree & Rural North, albeit with the majority of units (70%) delivered as shared ownership. In the Eastern value area 30% market housing was included in the mix to produce a viable scheme.
- 3.20 Clearly there will be many permutations of dwelling types and tenure mixes and the final mix will always be dictated by local need. However, the results show that with some flexibility over intermediate tenure (and you could include starter homes here) RES should be deliverable without market housing in the Frinton Cluster and Manningtree & Rural North. However, if a higher number of affordable rented tenure was needed, or development was occurring in the Eastern value area, then it is likely that some market units should be developed to facilitate affordable delivery, unless grant was available to support delivery.



## Build to Rent

3.21 We modelled a scheme of 75 Build to Rent apartments using district-wide rents. The value of the scheme will be the same in all value areas, but the differing benchmark land values will affect scheme viability. Benchmark values range from £400k/ha in the Eastern market value area, £700k/ha in Manningtree market area up to £950k/ha in the Frinton market value area.

3.22 The results are shown in the table below.

**Figure 3.6: Results of Build to Rent modelling**

|                            | Residual value per ha before deduction for BMLV | Residual value/ha minus BMLV Frinton Cluster | Residual value/ha minus BMLV Manningtree & Rural North | Residual value/ha minus BMLV Eastern |
|----------------------------|---|--|--|--------------------------------------|
| <b>Lower quartile rent</b> | -£995,500                                       | -£1,945,500                                  | -£1,695,500  | -£1,395,500                          |
| <b>Median rent</b>         | -£286,500                                       | -£1,236,500                                  | -£986,500  | -£686,500                            |
| <b>Upper quartile rent</b> | £853,500  | -£96,500                                     | £153,500   | £453,500                             |

3.23 The results of the Build to Rent modelling, which is without affordable housing, show schemes that would struggle to come forward unless rents are within the upper market quartile, noting that in the Frinton Cluster the scheme is still not viable. Schemes at upper quartile rents were viable in the Manningtree & Rural North and Eastern value areas with some headroom with which to provide affordable units.

## Higher Levels of Affordable Home Ownership

3.24 Paragraph 64 of NPPF 2019 requires 10% of units on major sites to be “available for affordable home ownership, unless this would ..... significantly prejudice the ability to meet the identified affordable housing needs of specific groups”. Although the housing mix modelled best meets the affordable housing need identified in the SHMA it would not fully meet the requirements in the latest NPPF, although noting that transitional arrangements mean the plan is likely to be judged against NPPF 2012. Thus we also modelled an NPPF 2019 compliant sample of sites where the affordable housing is delivered as 65% rented and 35% shared ownership (as opposed to 80% rented/20% shared ownership). The table below shows what difference was made to the results. Each pair of case studies for comparison is between the solid lines.

**Figure 3.7: Effect of increasing % of shared ownership – results are per ha, post deduction for benchmark land value**

|  | Frinton Cluster | Manningtree & Rural North | Eastern     |
|--|-----------------|---------------------------|-------------|
| <b>T4 - 50 units (flats) 20% of AH as shared ownership</b> | -£15,355        | -£487,883                 | -£2,775,176 |
| <b>T4 - 50 units (flats) 35% of AH as shared ownership</b> | £225,247        | -£282,104                 | -£2,695,075 |
| <b>T5a - 80 units 20% of AH as shared ownership</b>        | £973,206        | £740,497                  | £389,302    |
| <b>T5a - 80 units 35% of AH as shared ownership</b>        | £1,065,890      | £821,603                  | £441,649    |
| <b>T7 - 300 units 20% of AH as shared ownership</b>        | £785,071        | £489,496                  | £199,721    |
| <b>T7 - 300 units 35% of AH as shared ownership</b>        | £860,020        | £556,414                  | £246,063    |
| <b>Extracare - 20% of AH as shared ownership</b>           | £2,129,272      | £195,764                  | -£3,421,820 |
| <b>Extracare - 35% of AH as shared ownership</b>           | £3,126,528      | £1,083,702                | -£2,656,508 |

- 3.25 As anticipated, the replacement of affordable rented homes with affordable market housing improved viability in all cases: the most significant difference is for extra care case studies.

## SAMU Site Testing

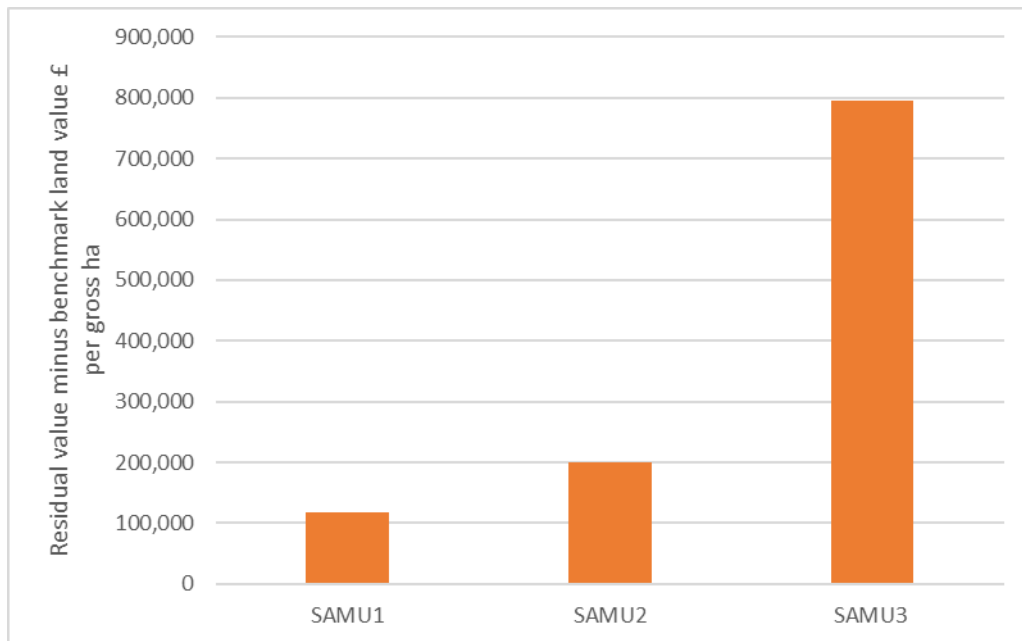
3.26 We modelled 3 Strategic Allocated Mixed Use (SAMU) sites: SAMU1; SAMU2; SAMU3. These can be found at 9.1, 9.2 & 9.3 in the draft Section 2 Local Plan. In modelling these sites we included additional, specifically identified infrastructure and S106 costs as identified in the IDP Review 2019. We used a housing mix based on information provided by the council and/or the site promoters. For ease of reference, some of the information on the SAMU sites from chapter 2 is repeated below.

**Figure 3.8: Summary of SAMU site information**

| Site Ref          | Value Area                   | Dwelling Mix<br>(full details Annex I)                                 | Infrastructure &<br>S106 per unit<br>(incl. site opening<br>up) | Density      | Net<br>Area<br>(ha) | Gross<br>area<br>(ha) | Land<br>Value per<br>gross ha |
|-------------------|------------------------------|--|---|--------------|---------------------|-----------------------|-------------------------------|
| <b>SAMU<br/>1</b> | Manningtree &<br>Rural North | 150 units<br>Apartments &<br>townhouses +<br>0.13 ha employment        | £25,200   | 88 dph       | 1.70                | 2.24                  | £0.57m                        |
| <b>SAMU<br/>2</b> | Eastern                      | 1,700<br>General mix   | £32,000   | 38.5 dph     | 44.20               | 68.00                 | £0.25m                        |
| <b>SAMU<br/>3</b> | Frinton Cluster              | 918 units<br>Half units bungalows,<br>remaining units -<br>general mix | £20,000   | 26.65<br>dph | 34.45               | 53.00                 | £0.44m                        |

3.27 The results are shown in the chart below and are post deduction for land value.

**Figure 3.9: SAMU site results showing residual land value minus benchmark land value per gross hectare**



3.28 The SAMU sites tested were all viable at full policy position. There is considerable variation between the results of the schemes, reflecting the differing costs and values associated with their development. Showing deliverable schemes, SAMU1 is £0.17m/ha above the benchmark land value; SAMU2 is £0.2m above; SAMU3 is £0.8m above.



# 4 SUMMARY AND RECOMMENDATIONS

## Summary of Viability Findings - Residential Case Studies

- 4.1 The Viability Addendum builds upon the Tendring Economic Viability Study 2017, taking into account local increases in costs and values. The results support the original testing undertaken, demonstrating good general viability in all value areas across Tendring district. In most cases viability is improved in the most recent study.
- 4.2 An important finding of the original study, supported in this study, is that the district contains 3 distinct value areas: Frinton Cluster; Manningtree & Rural North; Eastern. Land values and house prices are higher in the Frinton Cluster, followed by Manningtree & Rural North, then the Eastern value area. In most case viability outcomes follow this pattern, with the highest value area producing the most viable outcomes etc.
- 4.3 General mixed development of houses and flats was viable at a full policy position in all value areas and able to deliver 30% affordable housing and other S106 obligations. Indeed, in the higher value areas there could be potential to capture more value from development than modelled here.
- 4.4 Where we modelled mixed development with additional infrastructure as a sensitivity, results were slightly below those achieved in the previous study, the uplift in values being overtaken by the increase in development costs, but schemes continued to produce viable results, albeit these were marginal in the Eastern value area for the larger case study.

- 4.5 The flatted scheme was marginal in the Frinton Cluster and not viable elsewhere, although increasing density or flexibility around housing mix or tenure may assist, especially if the council wants to encourage flatted schemes in the Eastern area.
- 4.6 For older residents, the scheme of 25 bungalows produced good results in all value areas and such a scheme could offer an opportunity to downsize. The sheltered and extra care schemes were not viable in the Eastern area but were deliverable elsewhere with 30% affordable housing. Such schemes are deliverable in the Eastern area but do not support a full affordable housing level, either on-site or as a commuted sum.
- 4.7 Rural Exception Sites are deliverable in the district but if the scheme is in the Eastern area, or elsewhere if a significant number of units are rented, then a proportion of units may need to be provided as market to facilitate affordable delivery. (Noting that delivery of RES will be based upon local need.)
- 4.8 The Build to Rent case study was only viable using upper quartile rents and in Manningtree & Rural North and Eastern value areas. (For market rented schemes, values are based on rents which are district-wide, hence viability will be highest in lower value areas.) Build to Rent schemes are only likely to come forward at higher rents but should provide some headroom for affordable housing in all but the Frinton Cluster. We would however recommend this is reviewed on a case by case basis.
- 4.9 The SAMU sites were modelled using assumptions provided by site promoters and/or IDP and included significant infrastructure and S106 costs alongside housing mix details. All 3 studies were viable at a full policy position, showing deliverable sites able to provide 30% of residential units as affordable homes.

### **Is the Draft Local Plan Deliverable**

- 4.10 The final stage of this viability assessment is to draw broad conclusions on whether the draft Section 2 Local Plan is deliverable in terms of viability and to provide recommendations for this in the emerging Plan.
- 4.11 Chapter 3 shows that most of the residential development scenarios relevant to the planned trajectory are currently viable, noting that the viability of schemes varies depending on the scale and location of future development.
- 4.12 Delivery of affordable housing at 30% on sites above 10 dwellings is achievable. Exceptions to this may need to be made in the Eastern value area for specialist older persons' accommodation, all-flatted development and sites with high infrastructure requirements as well as for Build to Rent schemes across the district. Flexibility around

affordable tenure mix, for instance by increasing the percentage of affordable market units, or amendments to housing density may improve viability and provide an alternative to reducing the percentage of affordable units overall.

- 4.13 Key policies on accessibility and design standard, e.g. Part M4 (2) of Building Regulations on accessibility, increased water efficiency and Nationally Described Space Standards, have been tested and are supported by the viability assessment.

### **Conclusion**

- 4.14 This Addendum supports the findings of the Tendring Viability Study 2017 demonstrating a viable and deliverable plan. A policy of 30% affordable housing is supported on most sites. Some flexibility over density, mix or affordable housing percentage should be maintained to allow Build to Rent schemes to come forward, or, in the Eastern value area only, specialist older persons or flatted development, or development with high infrastructure costs.
- 4.15 The 3 SAMU sites tested are shown to be viable and deliverable. Infrastructure costs should be kept under review but as such all planned infrastructure including transport and education can be delivered alongside 30% affordable housing.
- 4.16 It is anticipated that the Section 2 Local Plan will not be examined until 2020. In which case we would recommend a further report on viability using updated costs and values.

# Appendix I – Testing Assumptions Tendring District Council

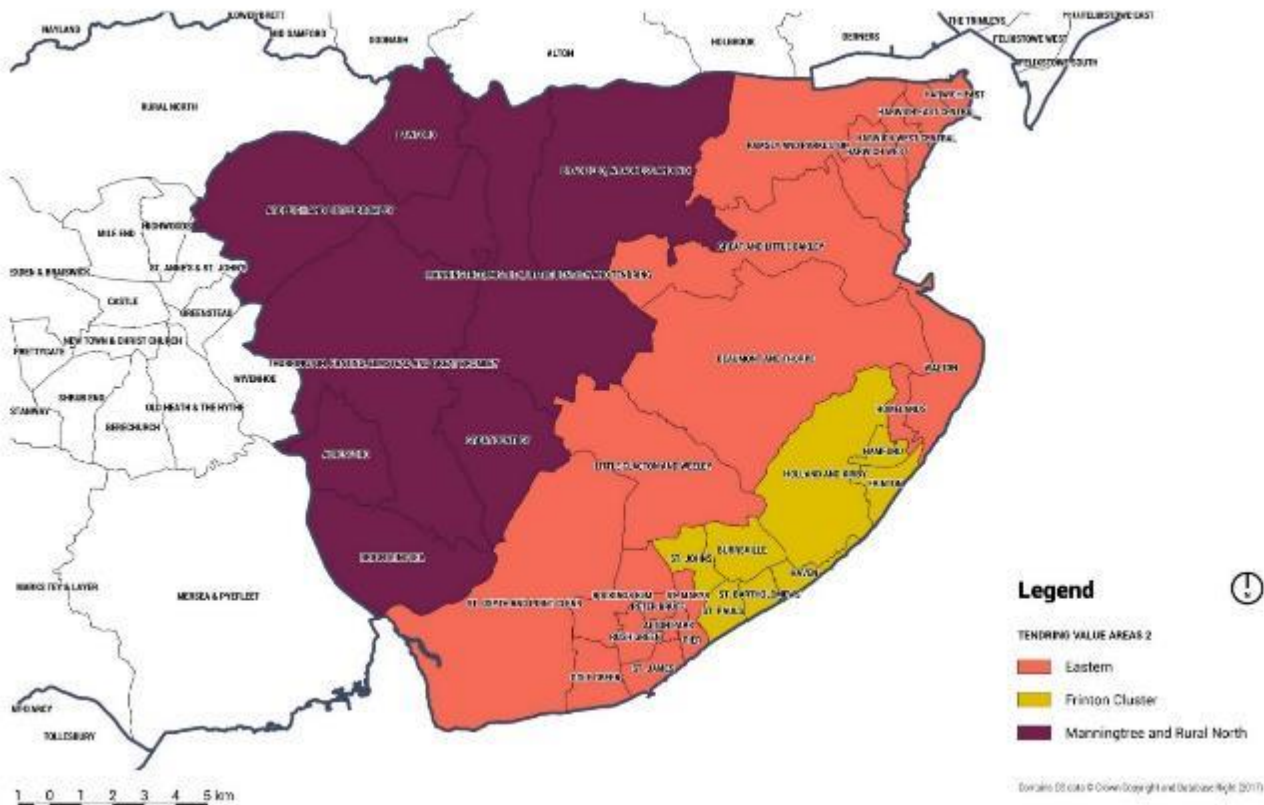
## Technical Detail for residential testing

Tendring refreshed testing assumptions for addendum @ 26th November 2018 – following consult

Market Housing

Market areas

### TENDRING - Value Areas 2





## House Prices

| Market GIA<br>SQ M           | 160      | 130      | 100      | 120           | 100      | 106      | 84       | 70       | 58       | 61       | 50       | 95                            | 80       | 70       |
|------------------------------|----------|----------|----------|---------------|----------|----------|----------|----------|----------|----------|----------|-------------------------------|----------|----------|
|                              | DETACHED |          |          | SEMI-DETACHED |          | TERRACE  |          |          |          | FLATS    |          | BUNGALOWS<br>(except SAMU 3*) |          |          |
| Market Value<br>Area         | 5 Bed    | 4 Bed    | 3 Bed    | 4 Bed         | 3 Bed    | 4 Bed    | 3 Bed    | 2 Bed    | 1 Bed    | 2 Bed    | 1 Bed    | 3 Bed                         | 2 Bed    | 1 Bed    |
| Eastern                      | £483,900 | £393,200 | £302,400 | £337,400      | £281,100 | £303,700 | £240,700 | £200,600 | £166,200 | £156,300 | £128,100 | £370,200                      | £311,700 | £272,700 |
| Frinton<br>Cluster           | £575,100 | £467,200 | £359,400 | £443,000      | £369,100 | £378,100 | £299,600 | £249,700 | £206,900 | £244,100 | £200,100 | £452,700                      | £381,200 | £333,600 |
| Manningtree<br>& Rural North | £531,500 | £431,900 | £332,200 | £407,300      | £339,400 | £357,600 | £283,400 | £236,100 | £195,700 | £223,200 | £182,900 | £418,400                      | £352,300 | £308,300 |

**NOTES 1. Values and sizes of bungalows at SAMU3 have been amended to reflect local market – see below**  
**2. Starter Homes, where modelled, will be 70 sqm 2 bed houses at 80% of open market value**

**\* Bungalows on SAMU 3 (Frinton Cluster)**

Amendments to size & values (values have been reduced by 10%)

1 bed 55 sqm – £235,000

2 bed 70 sqm – £300,000

3 bed 95 sqm – £410,000

4 bed 95 sqm – £410,000

4 bed 108 sqm – £460,000

**Market housing dwelling mix**

| Type           | 25dph | 30dph | 35dph | 40 dph |
|----------------|-------|-------|-------|--------|
| 1 bed flat     |       | 5%    | 5%    | 5%     |
| 2 bed flat     |       | 5%    | 5%    | 10%    |
| 2 bed bungalow | 5%    |       |       |        |
| 2 bed terrace  |       | 10%   | 10%   | 15%    |
| 3 bed terrace  |       | 10%   | 15%   | 25%    |
| 3 bed semi     | 20%   | 15%   | 10%   | 15%    |
| 3 bed detached | 15%   | 15%   | 15%   | 10%    |
| 4 bed detached | 40%   | 30%   | 30%   | 20%    |
| 5 bed detached | 20%   | 10%   | 10%   |        |

**Variations to market & affordable housing dwelling mix – for SAMU sites**

| Site          | Market & affordable mix (30% affordable)  |
|---------------|---|
| <b>SAMU 1</b> | 15 x 1 bed flat (5 affordable)<br>50 x 2 bed flat (20 affordable)<br>35 x 3 bed flat (10 affordable)<br>20 x 3bed townhouse (5 affordable)<br>30 x 4 bed townhouse (5 affordable)   |
| <b>SAMU 2</b> | Use 35 dph mix above and affordable percentages from table below  |
| <b>SAMU 3</b> | Affordable units are shown in table below<br>38 x 1 bed bungalow<br>45 x 1 bed house<br>138 x 2 bed bungalow<br>165 x 2 bed house<br>158 x 3 bed bungalow<br>190 x 3 bed house<br>83 x 4 bed bungalow (50% at 95 sqm & 50% at 108 sqm)<br>101 x 4 bed house |

## Affordable Housing

Affordable housing tested at 30% affordable

- Rented is tested as Affordable Rent / Intermediate as shared ownership
- Threshold 11+ dwellings

### *Affordable Housing Dwelling mix*

| Affordable Housing Development Mix House Type | Affordable Rent (80% of AH) | Intermediate (20% of AH) |
|---|-----------------------------|--------------------------|
| 1 bed flat                                    | 5%                          |                          |
| 2 bed flat                                    | 5%                          |                          |
| 2 bed bungalow                                | 5%                          |                          |
| 3 bed bungalow                                | 5%                          |                          |
| 2 bed terrace                                 | 50%                         | 50%                      |
| 3 bed terrace                                 | 25%                         | 50%                      |
| 4 bed terrace                                 | 5%                          | -                        |

### *Affordable housing values*

Rents shown are net of service charge of £10pw for flats and £5pw for houses & based on 100% of LHA rates (rounded)

| Weekly rents net of service charge | Colchester BRMA |
|------------------------------------|-----------------|
| 1 bedroom flat                     | £93             |
| 2 bedroom flat                     | £122            |
| 1 bedroom terrace                  | £98             |
| 2 bedroom terrace                  | £127            |
| 3 bedroom terrace                  | £156            |
| 4 bedroom terrace                  | £199            |

***For rental properties***

|                            |        |
|----------------------------|--------|
| Management and maintenance | £1,000 |
| Voids/bad debts            | 2.00%  |
| Repairs reserve            | £600   |
| Capitalisation             | 5%     |

***For shared ownership***

|                |       |
|----------------|-------|
| Share size     | 40%   |
| Rental charge  | 2.75% |
| Capitalisation | 5%    |

**Build to Rent Housing Values**

| <b>Monthly rents – VOA year to 30/9/18<sup>28</sup></b> |                       |               |                       |
|---|-----------------------|---------------|-----------------------|
| <b>Property</b>   | <b>Lower Quartile</b> | <b>Median</b> | <b>Upper Quartile</b> |
| <b>1 bedroom</b>  | £475                  | £500          | £550                  |
| <b>2 bedrooms</b>                                       | £595                  | £650          | £725                  |

The following assumptions have been adopted for Build to Rent:

- No revenue inflation
- No cost inflation
- Voids and bad debts – allow 2% annual rent
- Management - £700 per annum
- Maintenance - £300 per annum
- Repairs reserve - £600 per annum
- Annual discount rate applied to net rent – 3.75%
- Reverts to perpetuity value after 30 years

<sup>28</sup> <https://www.gov.uk/government/collections/private-rental-market-statistics>

## General costs and assumptions – all dwellings

Dwelling sizes

| House type description     | Affordable sqm          | Market sqm                        |
|----------------------------|-------------------------|-----------------------------------|
| <b>1 bedroom flat</b>      | 50 (2p)                 | 50                                |
| <b>2 bedroom flat</b>      | 70 (4p)                 | 61                                |
| <b>1 bedroom bungalow</b>  | 55 (2p)                 | 70<br>(55 - SAMU3)                |
| <b>2 bedroom bungalow</b>  | 70 (4p)<br>(65 – SAMU3) | 80<br>(70 - SAMU3)                |
| <b>3 bedroom bungalow</b>  | 86 (5p)<br>(74 – SAMU3) | 95                                |
| <b>4 bedroom bungalow</b>  |                         | 95 sqm or 108 sqm<br>(SAMU3 only) |
| <b>1 bedroom terrace</b>   | 58 (2p)                 | 58                                |
| <b>2 bedroom terrace</b>   | 79 (4p)                 | 70                                |
| <b>3 bedroom terrace</b>   | 93 (5p)                 | 84                                |
| <b>4 bedroom terrace</b>   | 106 (6p)                | 106                               |
| <b>3 bed semi detached</b> | 93 (5p)                 | 100                               |
| <b>4 bed semi detached</b> | 106 (6p)                | 120                               |
| <b>3 bed detached</b>      |                         | 100                               |
| <b>4 bed detached</b>      |                         | 130                               |
| <b>5 bed detached</b>      |                         | 160                               |

*Dwelling size compliant with Nationally Described Space Standards*

An allowance of 10% of floor area will be added to the 1-2 storey flats used in the 1ha tile testing for circulation and common areas.

An allowance of 15% of floor area will be added to the 3 storey flats used in case study T4.

For the sheltered scheme, case study T15, one bed flats are 50sqm and two bed flats are 75sqm. An allowance of 20% of floor area for communal and service areas will be added.

For the extracare scheme, case study T16, one bed flats are 65sqm and two bed flats are 80sqm. An allowance of 35% of floor area for communal and service areas will be added.

### Other costs

| TYPE                                  | COST   | COMMENT   |
|---------------------------------------|--|---|
| <b>Flats (1-2 storeys)</b>            | £1,600   | sq m includes 15% for external works & contingency                                      |
| <b>Flats (3-5 storeys)</b>            | £1,602   | sq m includes 15% for external works & contingency                                      |
| <b>Houses</b>                         | £1,418   | sq m includes 15% for external works & contingency                                      |
| <b>Houses on sites over 200 units</b> | £1,278   | sq m includes 15% for external works & contingency                                      |
| <b>Single House</b>                   | £2,372   | sq m includes 15% for external works & contingency                                      |
| <b>Bungalows</b>                      | £1,692   | sq m includes 15% for external works & contingency                                      |
| <b>Sheltered housing</b>              | £1,828   | sq m includes 15% for external works & contingency                                      |
| <b>Professional fees</b>              | 8%-12%   | 10 units or less – 12%<br>11 – 50 units – 10%<br>51 – 100 units – 9%<br>101+ units – 8% |
| <b>Finance</b>                        | 6%   | of development costs (net of inflation)   |
| <b>Marketing fees</b>                 | 3%<br>6%   | of GDV<br>of GDV for sheltered and extracare schemes                                    |
| <b>Developer return</b>               | 20%  | of GDV  |
| <b>Contractor return</b>              | 6%   | of affordable build costs   |
| <b>s106/278</b>                       | £5,000<br>£11,000<br>£11,100<br>£24,500<br>£12,500 | Per dwelling<br>Sites 125 or more dwellings<br>SAMU1 only<br>SAMU2 only<br>SAMU3 only   |

| TYPE  | COST  | COMMENT   |
|---|---|---|
| <b>Strategic infrastructure costs/ opening up</b> | £5,000 – 50-99 units<br>£6,000 – 100-299 units<br>£7,500 – 300+ units (+ SAMU1)   | Per unit<br>(N.B. – this is an increase on previous study 2017 to reflect increase in build costs)<br><u>Note additional contingency of 5% of build costs allowed for SAMU1 to account for heritage site and previous brownfield uses</u> |
| <b>Accessibility</b>                              | Allow for 10% market housing to be to Part M(4) 2 adaptable & accessible standard.<br>Allow for 10% affordable homes to be to Part M(4) 2 and 5% affordable homes to be to Part M(4) 3 wheelchair user standards. | Costs based on DCLG Housing Standards Review, Cost Impacts, September 2014.   |
| <b>Water standards</b>                            | 110 litres per unit per day   | Costs based on DCLG Housing Standards Review, Cost Impacts, September 2014.   |
| <b>Void Costs</b>                                 | £100,000  | Applies to sheltered and extracare schemes  |
| <b>Agents and legal</b>                           | 1.75%   |   |

## Densities

1ha tiles will be tested at 25, 30 and 35 dph and 40 dph

Main density for case studies will be 30 dph – unless otherwise specified (e.g. town centre at 40 dph)

Net to gross ratios:

- Up to (& incl) 1ha – 100%
- Over 1ha-2 ha – 90%
- 2-4 ha – 80%
- 4-6ha - 70%
- 6+ha - 65%

Build out rate approximately 50 dwelling per annum per outlet.

## Benchmark Land Values - £ per gross ha

| TENDRING  | Small – Medium sites (less than 2ha) | Intermediate site (2-6 ha) | Large strategic site (over 6 ha area) |
|---|--------------------------------------|----------------------------|---------------------------------------|
| <b>EASTERN</b><br><i>Low value area</i>                       | £0.4m                                | £0.35m                     | £0.25m                                |
| <b>MANNINGTREE &amp; RURAL NORTH</b><br><i>Mid value area</i> | £0.7m                                | £0.57m                     | £0.44m                                |
| <b>FRINTON CLUSTER</b><br><i>High value area</i>              | £0.95m                               | £0.7m                      | £0.44m                                |



**Case studies – (tested in all value areas)**

| Case Study Ref | No of Dwellings           | %AH | Density (dph) | Net Area (ha) | Gross area (ha) | Net to Gross % |
|----------------|---------------------------|-----|---------------|---------------|-----------------|----------------|
| <b>T1</b>      | 15                        | 30  | 30            | 0.5           | 0.5             | 100            |
| <b>T2</b>      | 25 (Bungalows)            | 30  | 25            | 1ha           | 1ha             | 100            |
| <b>T3a</b>     | 50                        | 30  | 30            | 1.6 ha        | 2ha             | 80             |
| <b>T3b</b>     | 50                        | 30  | 40            | 1.25          | 1.39            | 90             |
| <b>T4</b>      | 50 (Flatted Scheme)       | 30  | 67            | 0.75          | 0.75            | 100            |
| <b>T5a</b>     | 80                        | 30  | 30            | 2.6           | 3.25            | 80             |
| <b>T5b</b>     | 80                        | 30  | 40            | 2             | 2.5             | 80             |
| <b>T6</b>      | 125                       | 30  | 30            | 5             | 7.143           | 70             |
| <b>T7</b>      | 300                       | 30  | 30            | 10            | 15.385          | 65             |
| <b>T8</b>      | 50 (sheltered)            | 30  | 100           | 0.5           | 0.5             | 100            |
| <b>T9</b>      | 50 (extra care)           | 30  | 100           | 0.5           | 0.5             | 100            |
| <b>T10</b>     | 75                        | -   | 67            | 1.125         | 1.125           | 100            |
| <b>RES 1</b>   | 10 (Rural Exception Site) |     | 30            |               |                 |                |

## Sensitivity testing of case studies

- Higher cost scenario for T7
- Higher proportion of shared ownership units

**Allocated Site testing**

| Site Ref      | Value Area                   | Dwelling Mix<br>(full details Annex I)                                 | Density   | Net Area<br>(ha) | Gross area<br>(ha) | Net to Gross<br>% |
|---------------|------------------------------|--|-----------|------------------|--------------------|-------------------|
| <b>SAMU 1</b> | Manningtree &<br>Rural North | 150 units<br>Apartments & townhouses<br>+ 0.13 ha employment           | 88 dph    | 1.70             | 2.24               | 76%               |
| <b>SAMU 2</b> | Eastern                      | 1,700<br>General mix<br>(680 units during Plan<br>period)              | 38.5 dph  | 44.20            | 68.00              | 65%               |
| <b>SAMU 3</b> | Frinton Cluster              | 918 units<br>Half units bungalows,<br>remaining units - general<br>mix | 26.65 dph | 34.45            | 53.00              | 65%               |

# Appendix II – Case study details & results

## 1. 1-hectare tiles

| Density | Market Value Area         | HV/MV/LV | %AH | %Aff Rent | % Sh Ownership | Part M Costs allowed | Residual Value £s | Benchmark / hectare £s | Residual value post benchmark £s |
|---------|---------------------------|----------|-----|-----------|----------------|----------------------|-------------------|------------------------|----------------------------------|
| 25      | Eastern                   | LV       | 30% | 80%       | 20%            | 17,516               | £1,014,671        | £400,000               | £614,671                         |
| 30      | Eastern                   | LV       | 30% | 80%       | 20%            | 20,943               | £857,404          | £400,000               | £457,404                         |
| 35      | Eastern                   | LV       | 30% | 80%       | 20%            | 24,434               | £993,373          | £400,000               | £593,373                         |
| 40      | Eastern                   | LV       | 30% | 80%       | 20%            | 27,858               | £764,504          | £400,000               | £364,504                         |
| 25      | Frinton Cluster           | HV       | 30% | 80%       | 20%            | 17,516               | £2,043,345        | £950,000               | £1,093,345                       |
| 30      | Frinton Cluster           | HV       | 30% | 80%       | 20%            | 20,943               | £2,008,026        | £950,000               | £1,058,026                       |
| 35      | Frinton Cluster           | HV       | 30% | 80%       | 20%            | 24,434               | £2,310,310        | £950,000               | £1,360,310                       |
| 40      | Frinton Cluster           | HV       | 30% | 80%       | 20%            | 27,858               | £2,225,236        | £950,000               | £1,275,236                       |
| 25      | Manningtree & Rural North | MV       | 30% | 80%       | 20%            | 17,516               | £1,598,588        | £700,000               | £898,588                         |
| 30      | Manningtree & Rural North | MV       | 30% | 80%       | 20%            | 20,943               | £1,561,086        | £700,000               | £861,086                         |
| 35      | Manningtree & Rural North | MV       | 30% | 80%       | 20%            | 24,434               | £1,800,365        | £700,000               | £1,100,365                       |
| 40      | Manningtree & Rural North | MV       | 30% | 80%       | 20%            | 27,858               | £1,726,988        | £700,000               | £1,026,988                       |

## 2. Case Studies

### Key to coloured rows

|  |                                  |
|--|----------------------------------|
|  | higher level of shared ownership |
|  | Rural Exception Site             |

| Case Study Ref | Type of dev     | No of Dwgs | Net Area (ha) | Gross area (ha) | Net to Gross % | Dwelling mix                    | \$106/dwelling | Opening up costs per net ha | DCF Applied | Market Value Area | %AH  | %Aff Rent | % Sh Owners hip | Part M Costs allowed | Residual Value (£) | Residual Value / gross ha | Benchmark / hectare (£) | Residual value post benchmark (£) |
|----------------|-----------------|------------|---------------|-----------------|----------------|---------------------------------|----------------|-----------------------------|-------------|-------------------|------|-----------|-----------------|----------------------|--------------------|---------------------------|-------------------------|-----------------------------------|
| T1             | Housing         | 15         | 0.500         | 0.500           | 100%           | 30dph mix                       | 5,000          | -                           | No          | Frinton Cluster   | 30%  | 80%       | 20%             | 10,472               | 1,009,105          | 2,018,210                 | 950,000                 | 1,068,210                         |
| T2             | Bungalows       | 25         | 1.000         | 1.000           | 100%           | 5 x 1bb<br>10 x 2bb<br>10 x 3bb | 5,000          | -                           | No          | Frinton Cluster   | 30%  | 80%       | 20%             | 13,324               | 2,306,436          | 2,306,436                 | 950,000                 | 1,356,436                         |
| T3a            | Housing         | 50         | 1.600         | 1.778           | 90%            | 30dph mix                       | 5,000          | 250,000                     | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 34,905               | 3,315,967          | 1,864,998                 | 950,000                 | 914,998                           |
| T3b            | Housing         | 50         | 1.250         | 1.390           | 90%            | 40dph mix                       | 5,000          | 250,000                     | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 34,823               | 2,730,022          | 1,964,045                 | 950,000                 | 1,014,045                         |
| T4             | Flats           | 50         | 0.750         | 0.750           | 100%           | 15 x 1bf<br>35 x 2bf            | 5,000          | 250,000                     | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 19,260               | 700,984            | 934,645                   | 950,000                 | -15,355                           |
| T4             | Flats           | 50         | 0.750         | 0.750           | 100%           | 15 x 1bf<br>35 x 2bf            | 5,000          | 250,000                     | Yes         | Frinton Cluster   | 30%  | 65%       | 35%             | 19,260               | 881,435            | 1,175,247                 | 950,000                 | 225,247                           |
| T5a            | Housing         | 80         | 2.667         | 3.333           | 80%            | 30dph mix                       | 5,000          | 400,000                     | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 55,848               | 5,576,795          | 1,673,206                 | 700,000                 | 973,206                           |
| T5a            | Housing         | 80         | 2.667         | 3.333           | 80%            | 30dph mix                       | 5,000          | 400,000                     | Yes         | Frinton Cluster   | 30%  | 65%       | 35%             | 56,552               | 5,885,711          | 1,765,890                 | 700,000                 | 1,065,890                         |
| T5b            | Housing         | 80         | 2.000         | 2.500           | 80%            | 40dph mix                       | 5,000          | 400,000                     | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 55,716               | 4,610,011          | 1,844,004                 | 700,000                 | 1,144,004                         |
| T5b            | Housing         | 80         | 2.000         | 2.500           | 80%            | 40dph mix                       | 5,000          | 400,000                     | Yes         | Frinton Cluster   | 30%  | 65%       | 35%             | 56,420               | 4,918,927          | 1,967,571                 | 700,000                 | 1,267,571                         |
| T6             | Housing         | 125        | 4.167         | 5.952           | 70%            | 30dph mix                       | 11,000         | 750,000                     | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 87,263               | 8,051,786          | 1,352,787                 | 700,000                 | 652,787                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 11,000         | 2,250,000                   | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 209,431              | 18,847,722         | 1,225,071                 | 440,000                 | 785,071                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 20,000         | 2,250,000                   | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 209,431              | 16,169,210         | 1,050,972                 | 440,000                 | 610,972                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 11,000         | 2,250,000                   | Yes         | Frinton Cluster   | 30%  | 65%       | 35%             | 212,070              | 20,000,808         | 1,300,020                 | 440,000                 | 860,020                           |
| T8             | Sheltered       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000          | -                           | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 18,932               | 1,566,452          | 3,132,904                 | 950,000                 | 2,182,904                         |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000          | -                           | Yes         | Frinton Cluster   | 30%  | 80%       | 20%             | 18,932               | 1,539,636          | 3,079,272                 | 950,000                 | 2,129,272                         |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000          | -                           | Yes         | Frinton Cluster   | 30%  | 65%       | 35%             | 18,932               | 2,038,264          | 4,076,528                 | 950,000                 | 3,126,528                         |
| RES1           | Rural Exception | 10         | 0.500         | 0.500           | 100%           | 5 x 2bt<br>5 x 3bt              | 5,500          | -                           | No          | Frinton Cluster   | 100% | 30%       | 70%             | 21,707               | 173,390            |                           | 100,000                 | 73,390                            |

| Case Study Ref | Type of dev     | No of Dwgs | Net Area (ha) | Gross area (ha) | Net to Gross % | Dwelling mix                    | \$106/dwelling | Opening up costs per net ha | DCF Applied | Market Value Area         | %AH  | %Aff Rent | % Sh Owners hip | Part M Costs allowed | Residual Value (£) | Residual Value / gross ha | Benchmark / hectare (£) | Residual value post benchmark (£) |
|----------------|-----------------|------------|---------------|-----------------|----------------|---------------------------------|----------------|-----------------------------|-------------|---------------------------|------|-----------|-----------------|----------------------|--------------------|---------------------------|-------------------------|-----------------------------------|
| T1             | Housing         | 15         | 0.500         | 0.500           | 100%           | 30dph mix                       | 5,000          | -                           | No          | Manningtree & Rural North | 30%  | 80%       | 20%             | 10,472               | 785,768            | 1,571,536                 | 700,000                 | 871,536                           |
| T2             | Bungalows       | 25         | 1.000         | 1.000           | 100%           | 5 x 1bb<br>10 x 2bb<br>10 x 3bb | 5,000          | -                           | No          | Manningtree & Rural North | 30%  | 80%       | 20%             | 13,324               | 1,887,528          | 1,887,528                 | 700,000                 | 1,187,528                         |
| T3a            | Housing         | 50         | 1.600         | 1.778           | 90%            | 30dph mix                       | 5,000          | 250,000                     | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 34,905               | 2,560,816          | 1,440,279                 | 700,000                 | 740,279                           |
| T3b            | Housing         | 50         | 1.250         | 1.390           | 90%            | 40dph mix                       | 5,000          | 250,000                     | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 34,823               | 2,098,558          | 1,509,754                 | 700,000                 | 809,754                           |
| T4             | Flats           | 50         | 0.750         | 0.750           | 100%           | 15 x 1bf<br>35 x 2bf            | 5,000          | 250,000                     | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 19,260               | 159,088            | 212,117                   | 700,000                 | -487,883                          |
| T4             | Flats           | 50         | 0.750         | 0.750           | 100%           | 15 x 1bf<br>35 x 2bf            | 5,000          | 250,000                     | Yes         | Manningtree & Rural North | 30%  | 65%       | 35%             | 19,260               | 313,422            | 417,896                   | 700,000                 | -282,104                          |
| T5a            | Housing         | 80         | 2.667         | 3.333           | 80%            | 30dph mix                       | 5,000          | 400,000                     | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 55,848               | 4,367,887          | 1,310,497                 | 570,000                 | 740,497                           |
| T5a            | Housing         | 80         | 2.667         | 3.333           | 80%            | 30dph mix                       | 5,000          | 400,000                     | Yes         | Manningtree & Rural North | 30%  | 65%       | 35%             | 56,552               | 4,638,212          | 1,391,603                 | 570,000                 | 821,603                           |
| T5b            | Housing         | 80         | 2.000         | 2.500           | 80%            | 40dph mix                       | 5,000          | 400,000                     | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 55,716               | 3,599,115          | 1,439,646                 | 570,000                 | 869,646                           |
| T5b            | Housing         | 80         | 2.000         | 2.500           | 80%            | 40dph mix                       | 5,000          | 400,000                     | Yes         | Manningtree & Rural North | 30%  | 65%       | 35%             | 56,420               | 3,869,440          | 1,547,776                 | 570,000                 | 977,776                           |
| T6             | Housing         | 125        | 4.167         | 5.952           | 70%            | 30dph mix                       | 11,000         | 750,000                     | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 87,263               | 6,106,098          | 1,025,890                 | 570,000                 | 455,890                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 11,000         | 2,250,000                   | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 209,431              | 14,300,302         | 929,496                   | 440,000                 | 489,496                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 20,000         | 2,250,000                   | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 209,431              | 11,566,242         | 751,787                   | 440,000                 | 311,787                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 11,000         | 2,250,000                   | Yes         | Manningtree & Rural North | 30%  | 65%       | 35%             | 212,070              | 15,329,823         | 996,414                   | 440,000                 | 556,414                           |
| T8             | Sheltered       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000          | -                           | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 18,932               | 790,733            | 1,581,466                 | 950,000                 | 631,466                           |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000          | -                           | Yes         | Manningtree & Rural North | 30%  | 80%       | 20%             | 18,932               | 572,882            | 1,145,764                 | 950,000                 | 195,764                           |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000          | -                           | Yes         | Manningtree & Rural North | 30%  | 65%       | 35%             | 18,932               | 1,016,851          | 2,033,702                 | 950,000                 | 1,083,702                         |
| RES1           | Rural Exception | 10         | 0.500         | 0.500           | 100%           | 4 x 2bt<br>6 x 3bt              | 5,500          | -                           | No          | Manningtree & Rural North | 100% | 30%       | 70%             | 21,915               | 101,395            |                           | 100,000                 | 1,395                             |

| Case Study Ref | Type of dev     | No of Dwgs | Net Area (ha) | Gross area (ha) | Net to Gross % | Dwelling mix                    | SI06/dwelling | Opening up costs per net ha | DCF Applied | Market Value Area | %AH | %Aff Rent | % Sh Owners hip | Part M Costs allowed | Residual Value (£) | Residual Value / gross ha | Benchmark / hectare (£) | Residual value post benchmark (£) |
|----------------|-----------------|------------|---------------|-----------------|----------------|---------------------------------|---------------|-----------------------------|-------------|-------------------|-----|-----------|-----------------|----------------------|--------------------|---------------------------|-------------------------|-----------------------------------|
| T1             | Housing         | 15         | 0.500         | 0.500           | 100%           | 30dph mix                       | 5,000         | -                           | No          | Eastern           | 30% | 80%       | 20%             | 10,472               | 433,827            | 867,654                   | 400,000                 | 467,654                           |
| T2             | Bungalows       | 25         | 1.000         | 1.000           | 100%           | 5 x 1bb<br>10 x 2bb<br>10 x 3bb | 5,000         | -                           | No          | Eastern           | 30% | 80%       | 20%             | 13,324               | 1,313,582          | 1,313,582                 | 400,000                 | 913,582                           |
| T3a            | Housing         | 50         | 1.600         | 1.778           | 90%            | 30dph mix                       | 5,000         | 250,000                     | Yes         | Eastern           | 30% | 80%       | 20%             | 34,905               | 1,371,585          | 771,420                   | 400,000                 | 371,420                           |
| T3b            | Housing         | 50         | 1.250         | 1.390           | 90%            | 40dph mix                       | 5,000         | 250,000                     | Yes         | Eastern           | 30% | 80%       | 20%             | 34,823               | 878,724            | 632,176                   | 400,000                 | 232,176                           |
| T4             | Flats           | 50         | 0.750         | 0.750           | 100%           | 15 x 1bf<br>35 x 2bf            | 5,000         | 250,000                     | Yes         | Eastern           | 30% | 80%       | 20%             | 19,260               | -1,781,382         | -2,375,176                | 400,000                 | -2,775,176                        |
| T4             | Flats           | 50         | 0.750         | 0.750           | 100%           | 15 x 1bf<br>35 x 2bf            | 5,000         | 250,000                     | Yes         | Eastern           | 30% | 65%       | 35%             | 19,260               | -1,721,306         | -2,295,075                | 400,000                 | -2,695,075                        |
| T5a            | Housing         | 80         | 2.667         | 3.333           | 80%            | 30dph mix                       | 5,000         | 400,000                     | Yes         | Eastern           | 30% | 80%       | 20%             | 55,848               | 2,464,094          | 739,302                   | 350,000                 | 389,302                           |
| T5a            | Housing         | 80         | 2.667         | 3.333           | 80%            | 30dph mix                       | 5,000         | 400,000                     | Yes         | Eastern           | 30% | 65%       | 35%             | 56,662               | 2,638,566          | 791,649                   | 350,000                 | 441,649                           |
| T5b            | Housing         | 80         | 2.000         | 2.500           | 80%            | 40dph mix                       | 5,000         | 400,000                     | Yes         | Eastern           | 30% | 80%       | 20%             | 55,716               | 1,646,329          | 658,532                   | 350,000                 | 308,532                           |
| T5b            | Housing         | 80         | 2.000         | 2.500           | 80%            | 40dph mix                       | 5,000         | 400,000                     | Yes         | Eastern           | 30% | 65%       | 35%             | 56,420               | 1,820,801          | 728,320                   | 350,000                 | 378,320                           |
| T6             | Housing         | 125        | 4.167         | 5.952           | 70%            | 30dph mix                       | 11,000        | 750,000                     | Yes         | Eastern           | 30% | 80%       | 20%             | 87,263               | 3,033,580          | 509,674                   | 350,000                 | 159,674                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 11,000        | 2,250,000                   | Yes         | Eastern           | 30% | 80%       | 20%             | 209,431              | 6,918,951          | 449,721                   | 250,000                 | 199,721                           |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 20,000        | 2,250,000                   | Yes         | Eastern           | 30% | 80%       | 20%             | 209,431              | 3,811,578          | 247,746                   | 250,000                 | -2,254                            |
| T7             | Housing         | 300        | 10.000        | 15.385          | 65%            | 30dph mix                       | 11,000        | 2,250,000                   | Yes         | Eastern           | 30% | 65%       | 35%             | 212,070              | 7,631,935          | 496,063                   | 250,000                 | 246,063                           |
| T8             | Sheltered       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000         | -                           | Yes         | Eastern           | 30% | 80%       | 20%             | 18,932               | -836,176           | -1,672,352                | 400,000                 | -2,072,352                        |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000         | -                           | Yes         | Eastern           | 30% | 80%       | 20%             | 18,932               | -1,510,910         | -3,021,820                | 400,000                 | -3,421,820                        |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000         | -                           | Yes         | Eastern           | 0%  | 0%        | 0%              | 18,932               | 478,112            | 956,224                   | 400,000                 | 556,224                           |
| T9             | Extracare       | 50         | 0.500         | 0.500           | 100%           | 20 x 1bf<br>30 X 2bf            | 5,000         | -                           | Yes         | Eastern           | 30% | 65%       | 35%             | 18,932               | -1,128,254         | -2,256,508                | 400,000                 | -2,656,508                        |
| RES1           | Rural Exception | 10         | 0.500         | 0.500           | 100%           | 4 x 2bt<br>3 x 3bt<br>3 x 3bd   | 5,500         | -                           | No          | Eastern           | 70% | 20%       | 50%             | 15,506               | 118,550            |                           | 100,000                 | 18,550                            |

### 3. Build to Rent

| Values generated from net rent (Build to Rent) |                |          |                |
|--|----------------|----------|----------------|
| Property                                       | Lower Quartile | Median   | Upper Quartile |
| <b>1 bedroom flat</b>                          | £107,450       | £115,360 | £131,210       |
| <b>2 bedroom flat</b>                          | £145,480       | £162,920 | £186,690       |

| Residual Value – Build to Rent |             |              |
|--------------------------------|-------------|--------------|
|                                | Per scheme  | Per gross ha |
| <b>Lower Quartile</b>          | -£1,244,173 | -£995,338    |
| <b>Median</b>                  | -£322,291   | -£286,480    |
| <b>Upper Quartile</b>          | £960,395    | £853,684     |



#### 4. SAMU sites

| Case Study Ref | No of Dwgs | Net Area (ha) | Gross area (ha) | Net to Gross % | Dwelling mix   | Residual S106/dwelling | S106 Transport & off-site / dwelling | S106 Education / dwelling | S106 Community (incl OS, Utilities) / dwelling | Opening up & other site costs per unit                         | DCF Applied | Market Value Area      | %AH | %Aff Rent | % Sh Ownership | % self build | Part M Costs allowed | Residual Value (£) | Residual Value / gross ha | Benchmark / hectare (£) | Residual value post benchmark (£) |         |
|----------------|------------|---------------|-----------------|----------------|--|------------------------|--------------------------------------|---------------------------|--|--|-------------|------------------------|-----|-----------|----------------|--------------|----------------------|--------------------|---------------------------|-------------------------|-----------------------------------|---------|
| SAMU 1         | 150        | 1.70          | 2.24            | 76%            | 15 x 1bf, 50 x 2bf<br>35 x 3bf, 20 x 3bth,<br>30 x 4 bbth                                    | 2,000                  | -                                    | 6,500                     | 2,600  | 7500<br>+ additional<br>5% of build<br>costs as<br>contingency | yes         | Manningtree<br>& Rural | 30% | 70%       | 30%            | 0%           | 61,735               | 1,540,996          | 687,945                   | 570,000                 | 117,945                           | Edme    |
| SAMU 2         | 1,700      | 44.20         | 68.00           | 65%            | 35 dph mix   | -                      | 6,000                                | 11,000                    | 7,500  | 7,500  | yes         | Eastern                | 30% | 70%       | 30%            | 0%           | 1,196,747            | 30,548,917         | 449,249                   | 250,000                 | 199,249                           | Hartley |
| SAMU 3         | 918        | 34.45         | 53.00           | 65%            | 38 x 1bb, 45 x 1bh<br>138 x 2bb, 165 x<br>2bh, 158 x 3bb<br>190 x 3bh, 83 x 4bb<br>101 x 4bh | -                      | 1,000                                | 8,000                     | 3,500  | 7,500  | yes         | Frinton Cluster        | 30% | 70%       | 30%            | 0%           | 537,993              | 65,509,214         | 1,236,023                 | 440,000                 | 796,023                           | Oakwood |



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**Appendix 3: Suggested amendments to Policy LP5 shown as ‘tracked changes’**

Deletions shown as ~~struck through~~. Additions shown as underlined.

**Policy LP5**

**~~AFFORDABLE AND COUNCIL HOUSING~~**

To promote a mix of housing tenure in the District and address the housing needs of people and families with lower incomes who cannot afford to buy or rent housing on the open market, the Council will work with the development industry to provide new affordable ~~and council~~ housing.

For development proposals outside of the Tendring Colchester Borders Garden Community, involving the creation of 11 or more (net) homes, the Council will expect 30% of new dwellings, (including conversions) to be made available to Tendring District Council or its nominated partner(s) to acquire at a proportionate discounted value for use as affordable ~~or council~~ housing.

~~As an alternative, the Council will accept a minimum 10% of new dwellings, (including conversions) to be made available to Tendring District Council or its nominated partner(s) to acquire at a proportionate discounted value for use as council housing alongside a financial contribution towards the construction or acquisition of property for use as council housing equivalent to delivering the remainder of the 30% requirement.~~

To avoid an over-concentration of affordable ~~council~~ housing in one location, no single group of affordable housing ~~council houses~~ will exceed ten dwellings and to ensure positive integration between the residents of affordable ~~council~~ housing and market housing, there should be no noticeable difference in the appearance or quality between dwellings to be sold on the open market and those to be acquired and managed by the Council or its nominated partner(s).

The size and type of affordable ~~council~~ housing will be specified by the Council on a case-by-case basis having regard to the latest housing needs register and will be the subject of negotiation between the Council and the developer or applicant.

~~Proposals that involve the provision of alternative forms of affordable housing will be accepted as long as they offer equal or greater benefit to the community in providing affordable housing, in perpetuity, for local people.~~

~~All planning applications that include residential development of 11 or more net dwellings must include an affordable housing statement.~~

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## PLANNING POLICY AND LOCAL PLAN COMMITTEE

29 OCTOBER 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.3 – TOWN CENTRE PLANNING POLICIES AND REGENERATION SCHEMES

(Report prepared by Gary Guiver and William Fuller)

##### PART 1 – KEY INFORMATION

###### PURPOSE OF THE REPORT

- a) To report progress on the Council's regeneration projects for Clacton and Dovercourt Town Centres and their implications for policies and proposals in the emerging Local Plan;
- b) To suggest possible amendments to the planning policies in the emerging Local Plan relating to town centre uses aimed at allowing a more flexible range of activities in response to the changing role and function of town centres, the decline of traditional retail on the high street and government changes to the Use Classes Order; and
- c) To seek the Committee's agreement for the suggested amendments to be put forward for the Planning Inspector's consideration when they come to examine Section 2 of the Local Plan in 2020.

###### EXECUTIVE SUMMARY

The role and function of town centres is changing rapidly as the way people shop and enjoy their free time is shifting with the rise of online shopping, banking and other services and the associated decline in traditional retail on the high street. Town centres across the country are having to find new ways of attracting activity and footfall through providing a unique and attractive offer or experience. It is one of the Council's corporate priorities to maintain vibrant town centres and Clacton and Dovercourt Town Centres in particular are identified as 'priority areas for regeneration' where, due to their complex economic and social challenges, it will be essential to create the conditions for vitality, economic growth and a sustainable long-term future whilst addressing some of the problems and challenges that affect those areas on a day to day basis.

Following a successful application from this Council and its partners, Clacton Town Centre has been shortlisted by the government as one of 50 town centres across the country to bid for a share of the £1billion 'Future High Streets Fund' aimed at delivering transformational changes. Having developed a bold vision for the town centre through a dedicated Clacton Town Centre Working Party, Officers are now working with government officials, Essex County Council, local businesses and other partners to draw up detailed proposals for key sites in the town centre to be submitted to government consideration in 2020. In the meantime, Officers are progressing a number of short-term actions aimed at improving conditions for town centre trading, including changes to parking

and access arrangements, the creation of a purpose-built performance/events area and measures to positively promote the town through the 'Love Clacton' brand. These actions were approved by the Cabinet in September 2019 with a fund of £250,000 set aside to deliver certain projects with further funding expected from government.

Dovercourt Town Centre is the subject of a new Master Plan that was approved by the Cabinet in July 2019 and which articulates its own vision for the regeneration and transformation of the town. It includes targeted interventions focussed on vacant, derelict and rundown sites and securing improvements to the quality of the public realm. It also includes specific development proposals for key sites including the Starlings site and Milton Road car park which were considered by Cabinet in September 2019 and allocated a fund of £1.6million towards their delivery.

To ensure our town centres can adapt in response to the decline in retail on the high street, Officers have reviewed the Council's planning policies for town centres in light of the work that has been undertaken for Clacton and Dovercourt, the discussions with businesses and key stakeholders, the latest planning guidance contained within the National Planning Policy Framework (NPPF) and recent changes to the 'Use Classes Order'.

Historically, government planning policy was very focussed on supporting growth in the retail sector and promoting the expansion of town centres to accommodate an increasing demand for shops. However, with the rise in online shopping and other services and the need for town centres to take on a more varied and 'experiential' function, the 2019 NPPF requires planning policies to support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

The Council's planning policies for town centres in its emerging Local Plan (Section 2) are already broadly in line with government thinking, but there remains a strong emphasis on protecting certain areas for traditional A1 retail use – a principle that has been carried forward from previous Local Plans. Notwithstanding the protection afforded to A1 retail use in the Council's policies, the government in May 2019 introduced changes to 'Use Classes Order' which allows shops in A1 retail use to change to A2 financial and professional services; A3 food and drink; B1 business use; or public libraries, exhibition halls, museums, clinics or health centres on a three-year temporary basis without the need to apply for planning permission.

With these changes in mind, Officers consider that a more flexible approach may now be required to make our town centres more resilient, ensure that the national decline in retail on our high streets does not result in an increase of vacant shop units and to encourage a diverse range of activities, including eating, drinking and community-based activities as well as new residential accommodation, in the interest of vibrancy and vitality.

To achieve the above, it is recommended that Policy PP5 in Section 2 of the Council's emerging Local Plan could be amended to remove designated primary and secondary 'shopping frontages' which sought primarily to protect A1 retail and are thus in conflict with the thrust of current government policy.

The amended policy would still however retain a 'town centre boundary' where a wide range of 'town centre uses' will be encouraged, which, as defined in the NPPF would includes:

- Retail development (including warehouse clubs and factory outlet centres);
- leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos;
- health and fitness centres, indoor bowling centres and bingo halls);
- offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

It is also suggested that residential development could form part of the mix of uses allowed within town centres to support footfall, vibrancy, natural surveillance and security – helping also to support the evening and night time economies.

The amended policy would also retain a defined 'primary shopping area' within the core of the town centre where the use of property would be restricted to those allowed under the amended Use Classes Order and where residential use would only be permitted on upper floors above shop units. Some flexibility might need to be allowed in respect of parking provision and private amenity space for residential development in such core areas.

Officers suggest that Policy PP5 in could be worded as follows:

## **Policy PP5**

### **TOWN CENTRE USES**

Within Town Centre boundaries (as shown on the Policies Maps and Local Maps), proposals for development or change of use for 'main town centre uses' (as defined in Policy PP2 and the National Planning Policy Framework) as well as residential development will be permitted where they comply with other relevant policies in this Local Plan and support the vitality and viability of the town centre.

Within the 'Primary Shopping Area', the use of ground floor shop units will be restricted to A1 (Retail), A2 (Professional and Financial Services), A3 (Food and Drink); B1 (Business), public libraries, exhibition halls, museums, clinics or health centres. Residential development will only be permitted on upper floors above shop units and will be required to provide an adequate level of parking and amenity space that takes into account access to shops, services and facilities, public transport provision and proximity to public open space.

For Clacton Town Centre specifically, it is also suggested that the boundary of the town centre and the primary shopping area within it (as currently shown on the Local Plan's policies maps and local maps) are amended, in line with the recommendations of the Clacton Town Centre Working Party, to reduce the overall size of the centre, allow more flexibility for residential development to take

place on the periphery of the shopping area and to help focus investment in town centre uses on its central core.

The Local Plan has already been submitted to the Secretary of State for it to be examined by a government-appointed Planning Inspector. The Inspector will have the power to recommend 'modifications' to the Local Plan, following the examination, aimed at addressing any issues with the soundness of the plan. Whilst it will be at the Inspector's discretion which modifications are formally recommended, the Council will have the opportunity suggest changes to the Inspector, for their consideration, as part of the examination process. It is recommended that the changes outlined in this report be put forward to the Inspector for their consideration, at the appropriate time.

## **RECOMMENDATION**

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

- a) Notes the progress of the regeneration projects for Clacton and Dovercourt Town Centres;**
- b) Notes the latest position in respect of government policy on town centres, including the National Planning Policy Framework and changes to the Use Classes Order;**
- c) Considers and approves the suggested amendments to Policy PP5 'Town Centre Uses' and relevant policies and local maps and the specific amendments for Clacton Town Centre in the Tendring District Local Plan 2013-2033 and Beyond: Publication Draft (the emerging Local Plan) as set out in this report; and**
- d) Authorises the Head of Planning to put forward the suggested amendments to Policy PP5 and relevant maps the Planning Inspector for their consideration as part of the examination of the Section 2 Plan.**

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

### **DELIVERING PRIORITIES**

Supporting the vitality and viability through the emerging Local Plan and delivering regeneration projects in Clacton and Dovercourt align with key elements of the Council's draft Corporate Plan 2020-2024. These include the priorities around achieving vibrant town centres, developing and attracting new businesses, supporting existing businesses, achieving more and better jobs, promoting Tendring's tourism, cultural and heritage offers, maximising our coastal and seafront opportunities and using assets to support priorities.

### **RESOURCES AND RISK**

The preparation of Section 2 of the emerging Local Plan has been undertaken by the Council's



Planning Policy team with assistant from specialist consultants and has been funded through the Council's agreed LDF (Local Development Framework) budget. The independent examination and any future review of the plan will also be funded from this source. The Cabinet has allocated funding towards the regeneration projects in Clacton and Dovercourt Town Centres and Officers are working with partners to secure additional external funding.

The suggested amendments to the town centre policy in the emerging Local Plan are designed to ensure a flexible and responsive planning framework and the role and function of town centres in response to changes in national planning policy and the Use Classes Order and to the changing role and function of Town Centres. However, the Planning Inspector is under no obligation to accept the amendments and propose them as formal modifications and, if they believe that the policies as currently written adequately meet the 'tests of soundness' from the National Planning Policy Framework (NPPF) and do not require any changes, they might carry forward to the final adopted version of the Local Plan without change.

If the Inspector does however accept the Council's suggested amendments and they do become formal modifications to the Local Plan, they will need to be the subject of public consultation and this may result in further objections requiring consideration by the Inspector and potential further examination before the plan can be adopted. That said, because the amendments being suggested by Officers are aimed at improving the vibrancy of Town Centres, they are not expected to be controversial.

## **LEGAL**

The planning legislation and the National Planning Policy Framework (NPPF) (both the 2012 version applicable to this Local Plan and the new 2018 version that was updated in 2019) place Local Plans at the heart of the planning system, so it is essential that they are in place and kept up to date. The NPPF expects Local Plans to set out a vision and a framework for the future development of the area, addressing the needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 (as amended) state that applications for planning permission must be determined in accordance with the 'development plan' unless material considerations indicate otherwise. The statutory 'development plan' for Tendring, as it stands is the 2007 Adopted Local Plan. However, the policies and proposals in the Adopted Local Plan are increasingly out of date. The NPPF states that where the development plan is out of date permission should be granted for sustainable development unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits or other policies indicate otherwise. It is therefore essential to progress the emerging Local Plan through the stages of the plan making process and ensure it meets the requirements of national planning policy so it can become the new statutory development plan and be relied upon by the Council acting as the Local Planning Authority.

The Town and Country Planning (Local Planning)(England) Regulations 2012 make provision for the operation of the local development planning system including, for the purposes of this report, regulations relating to the preparation, publication and representations relating to a local plan and the independent examination.

The NPPF requires a local planning authority to submit a plan for examination which it considers to be “sound” meaning that it is: positively prepared, justified and effective. The job of the Planning Inspector is to test that the Local Plan meets legal and procedural requirements and the above tests of soundness. Any modifications proposed by the Inspector at the end of the examination process will ensure the plan meets all of these requirements but these have to be published for consultation in their own right before the Council can proceed to the final adoption of the Local Plan.

The amendments being suggested through this report are not an indication that the emerging Local Plan as currently written is ‘unsound’, but are aimed at improving the plan in response to rapid changes in national planning policy and the Use Classes Order and to the changing role and function of Town Centres.

## **OTHER IMPLICATIONS**

**Area or Ward affected:** All wards (although most relevant to wards containing defined town centres at Clacton, Dovercourt, Walton, Frinton. Brightlingsea and Manningtree.

**Consultation/Public Engagement:** The town centre policies in the emerging Local Plan have already been the subject of public consultation at issues and options stage (2015), preferred options stage (2016) and publication stage (2017). If the Inspector accepts the Council’s suggestions for amending the town centre policies and proposes them as ‘main modifications’ to the plan following the examination, they will need to be the subject of public consultation in their own right before Section 2 of the plan can proceed to adoption. The consultation may result in further objections; however, unless they raise fundamental issues which require re-examination, they are unlikely to result in further changes. If they do, there is a risk of further delay to the examination process and the timetable for adoption. The changes proposed to the town centre policies in relation to Clacton Town Centre have, in part, been informed by discussions with businesses and other partners as part of the Clacton Town Centre Working Party.

## **PART 3 – SUPPORTING INFORMATION**

### **National Planning Policy on Town Centres**

The role and function of town centres is changing rapidly as the way people shop and enjoy their

free time is shifting with the rise of online shopping, banking and other services and the associated decline in traditional retail on the high street. Town centres across the country are having to find new ways of attracting activity and footfall through providing a unique and attractive offer or experience.

Because the Council's emerging Local Plan was prepared in accordance with the National Planning Policy Framework (NPPF) that was published in 2012 and was submitted to the Secretary of State before 24<sup>th</sup> January 2019, the Planning Inspector will be examining the plan to ensure it complies with the 2012 NPPF rather than the latest version published in 2018 and updated in 2019. That said, both the 2012 and 2019 versions of the NPPF have similar policies in relation to town centres.

Section 2 in the 2012 NPPF is concerned with ensuring the vitality of town centres. Paragraph 23 requires planning policies to be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. It requires Councils to recognise town centres as the heart of their communities and pursue policies to support their viability and vitality; and specifically to define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, setting policies that make clear which uses will be permitted in such locations.

Section 7 of the 2019 NPPF similarly promotes a positive approach to growth, management and adaptation of town centres, but specifically advises that they should be allowed to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries. In addition, the 2019 NPPF no longer refers to primary and secondary frontages – simply requiring Councils to define the extent of town centres and primary shopping areas, and making clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre.

Both the 2012 and 2019 NPPF similarly define 'main town centre uses' as: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

The 2012 NPPF defines 'primary shopping area' as: *“Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage)”*. It defines 'primary and secondary frontages' as: *“Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.”*

The 2019 NPPF, in contrast, defines 'primary shopping area' as: *“Defined area where retail development is concentrated”* but contains no definition for primary and secondary shopping frontages and there is no mention of them at all in the latest national policies – indicating a shift

away from a prescriptive approach to town centre policy in favour of more flexibility.

### **Changes to the Use Classes Order**

On 25<sup>th</sup> May 2019, the government introduced changes to the 'Use Classes Order' which categorises different types of land uses and defines which changes of use will require planning permission. This followed on from consultation on planning reforms undertaken by the government in late 2018/early 2019 which the Planning Policy and Local Plan Committee considered at its meeting of 29<sup>th</sup> January 2019.

Before the recent changes, property in A1 (retail) use could not change to another use without planning permission. Now A1 property is allowed to change, without planning permission, to A2 (financial and professional services), A3 (food and drink), B1 (business), public libraries, exhibition halls, museums, clinics or health centres on a temporary 3 year basis (within which time an application for permanent change of use can be submitted and determined in line with local planning policies). The changes to the Use Classes order do not allow shops to change to takeaways without obtaining planning permission.

This change in approach, alongside the removal of primary and secondary frontages from the policies in the NPPF, is clearly aimed at allowing greater flexibility in the use of town centre property to encourage vitality and reduce the risk of vacant shop units.

### **Regeneration Projects for Clacton and Dovercourt**

It is one of the Council's corporate priorities to maintain vibrant town centres and Clacton and Dovercourt Town Centres in particular are identified as 'priority areas for regeneration' in Policy PP14 of the emerging Local Plan where, due to their complex economic and social challenges, it will be essential to create the conditions for vitality, economic growth and a sustainable long-term future whilst addressing some of the problems and challenges that affect those areas on a day to day basis.

#### Clacton

In 2018, the Leader of the Council set up the 'Clacton Town Centre Working Party, to provide a focal point for public bodies, businesses and the community to be able to develop a new, long term vision for the town centre and to recommend actions for rejuvenating the area. The Working Party comprised representatives from local businesses, partner organisations, community groups and relevant TDC Officers.

Initially the Working Party identified many of the key issues and challenges that are affecting Clacton Town Centre's footfall and spending. The main concerns include a lack of conveniently located on-street car parking; issues with the way traffic is currently directed; the presence of street-drinkers; a negative perception of the town centre amongst its own residents and businesses; and a lack of positive engagement with younger people.

Having identified some of the issues and challenges, the members of the Working Party were then invited to put forward and discuss ideas for tackling those issues. Some of the main ideas include creating more parking spaces in the core of the town centre and easing parking time restrictions; enabling more residential development to be built in the town centre; promoting Clacton's heritage and seaside credentials as a USP; tackling the causes of street-drinking and increasing the police presence; holding more events and activities in the town centre; and setting up a voluntary body of 'Ambassadors' to take an active role in the management and promotion of the town centre. Officers have considered all of the various ideas and many of them now form the basis of the proposed Plan of Action described below.

The 'Future High Streets Fund' was announced as part of the government's 2018 Autumn budget to support local authorities in bringing about transformational change to their town centres that will enable to adapt to the changing nature of shopping and how people spend their money and their time. Because of its economic challenges, Officers considered that Clacton Town Centre was well placed to qualify for some of the Future High Street Fund and have been working with Essex County Council's Localities Team and the members of the Clacton Town Centre Working Party to build the case for funding. Because the Future High Streets Fund is aimed at delivering transformational changes, the Clacton Town Centre Working Party has been considering ideas for major development and innovative improvements that could potentially qualify for funding. These include proposals to create under-cover pedestrian friendly areas, the relocation of bus and coach facilities, new multi-storey car parks and associated interactive signage and a hub of community and educational facilities.

Following a successful application from this Council and its partners, Clacton Town Centre has been shortlisted by the government as one of 50 town centres across the country to bid for a share of the government funding. Having developed a bold vision for the town centre through the Clacton Town Centre Working Party ([link](#)), Officers are now working with government officials, Essex County Council, local businesses and other partners to draw up detailed proposals for key sites in the town centre to be submitted to government consideration in 2020. When detailed plans are prepared, they will be reported to the Committee for its consideration in due course.

In the meantime, Officers are progressing a number of short-term actions aimed at improving conditions for town centre trading, including changes to parking and access arrangements, the creation of a purpose-built performance/events area and measures to positively promote the town through the 'Love Clacton' brand. These actions were approved by the Cabinet in September 2019 with a fund of £250,000 set aside to deliver certain projects with further funding expected from government. The short-term actions also include reviewing the planning policies for Clacton Town Centre with a view to allowing more flexibility (in line with government thinking), amending the boundary of the town centre and encouraging more residential development to be located above shops and in side streets to support vitality.

## Dovercourt

Dovercourt Town Centre is the subject of a new Master Plan that was approved by the Cabinet in July 2019 and which articulates its own vision for the regeneration and transformation of the town. It includes targeted interventions focussed on vacant, derelict and rundown sites and securing improvements to the quality of the public realm. It also includes specific development proposals for key sites including the Starlings site and Milton Road car park which were considered by Cabinet in September 2019 and allocated a fund of £1.6million towards their delivery.

The Dovercourt Town Centre Master Plan ([link](#)) seeks to improve the economic performance and viability of the town by creating a more appealing environment through targeted interventions focussed on vacant, derelict and rundown sites, and by securing improvements in the quality of the public realm. Cabinet also approved the preparation of a detailed business case for the redevelopment of the Starlings site and the Milton Road Car Park.

The Starlings site is located on Dovercourt High Street and has been derelict for some years. Despite being hoarded the site is a blight on the town centre. The Milton Road Car Park is a two storey steel and concrete structure located adjacent to the Starlings site. The Car Park (Which incorporates public toilets), is in the Council's ownership and is now in need of significant improvement works if the facility is to retain any long term operational use. The Dovercourt Masterplan advocates that the Starlings site be redeveloped to provide new animated public space, public toilets, and a surface car park. The Masterplan also advocates the demolition of the Milton Road Car Park and for the vacant site to be redeveloped for housing.

To ensure our town centres can adapt in response to the decline in retail on the high street, Officers have reviewed the Council's planning policies for town centres in light of the work that has been undertaken for Clacton and Dovercourt, the discussions with businesses and key stakeholders, the latest planning guidance contained within the National Planning Policy Framework (NPPF) and recent changes to the 'Use Classes Order'.

### **Town Centre Policies in the emerging Local Plan**

There are five planning policies in the emerging Local Plan that relate to retail development and/or town centres.

Policy PP1: 'New Retail Development' simply seeks to guide retail development towards town centres, in line with the government's 'town centre first' or 'sequential approach' policy. It also sets out the anticipated demand for additional retail floorspace in different parts of the district, based on the evidence contained in the Council's 2017 Retail Study update.

Policy PP2: 'Retail Hierarchy' lists all of the district's 'major town centres', 'town centres' and 'district centres' and explains that these centres will be the focus for 'town centre uses' as defined in national planning policy (see above), requiring proposals to properly related to those centres having regard to that hierarchy.

Policy PP3: 'Village and Neighbourhood Centres' lists some of the smaller shopping areas found in villages and in smaller parades of shops in urban areas. The policy aims to protect and enhance those village and local neighbourhood centres and encourage small scale retail development.

Policy PP4: "Local Impact Threshold" sets out the scale of retail, leisure or office development that, if proposed outside of a town centre through a planning application, would need to be supported by an 'impact assessment' to enable the Council to assess their impact on the vitality and viability on nearby town centres. This is a requirement of national planning policy, but the size thresholds are set locally and are based on the evidence contained within the 2017 Retail Study update.

Policy PP5: "Town Centre Uses" sets out what types of development are permissible within the defined town centre boundaries, primary shopping areas and primary and secondary frontages.

At this point in time, Officers are not suggesting any changes or amendments to Policies PP1, PP2, PP3 and PP4 but this situation will be kept under review and further reports to the Committee may come forward in due course. Amendments to Policy PP5 are however recommended.

### **Policy PP5 – Town Centre Uses**

Policy PP5: "Town Centre Uses", as currently written, states that within the 'Primary Shopping Area' (which can be found in Clacton, Dovercourt, Walton, Frinton, Brightlingsea and Manningtree Town Centres), proposals for development will be permitted where they:

- a. Are for main town centre uses, as defined in the NPPF; or
- b. Will promote the vitality and viability of the centre, including proposals for residential development; or
- c. Will involve the conversion or re-use of upper floors; and/or
- d. Deliver high quality active ground floor frontages; and
- e. Within the Primary Shopping Frontages A1 uses (shops) comprise at least 70% of the shopping frontages; and
- f. Within the Secondary Shopping Frontages main town centre uses remain dominant; and
- g. Any change of use will be considered against the aims of this policy.

The intention of this policy is to give priority to retail development along the core frontages of the town centres and follows a similar approach to the Council's 2007 adopted Local Plan and previous Local Plans. In the adopted Local Plan, property within the primary shopping area was restricted to A1 to A5 use and in primary shopping frontages, property had to be primarily in A1 use with an allowance of up to 10% of the length of individual frontages being allowed for use classes A2 to A5. That approach was very much in line with government policy at the time.

To better reflect the thrust of current government policy and to embrace a more flexible approach, it is suggested that Policy PP5 would be improved if it were amended a) to remove reference to the primary and secondary frontages and the restrictions on non-A1 retail use that apply (with

corresponding changes to the policies and local maps); and b) to improve the wording and clarity of the policy as the criteria currently contain a potentially confusing combination of requirements.

The simplified wording to Policy PP5 would be as follows (a 'tracked change' version of the policy wording is included in appendix 1 so Members can see how the suggested wording compares to the current wording):

## **Policy PP5**

### **TOWN CENTRE USES**

Within Town Centre boundaries (as shown on the Policies Maps and Local Maps), proposals for development or change of use for 'main town centre uses' (as defined in Policy PP2 and the National Planning Policy Framework) as well as residential development will be permitted where they comply with other relevant policies in this Local Plan and support the vitality and viability of the town centre.

Within the 'Primary Shopping Area', the use of ground floor shop units will be restricted to A1 (Retail), A2 (Professional and Financial Services), A3 (Food and Drink); B1 (Business), public libraries, exhibition halls, museums, clinics or health centres. Residential development will only be permitted on upper floors above shop units and will be required to provide an adequate level of parking and amenity space that takes into account access to shops, services and facilities, public transport provision and proximity to public open space.

The proposed wording would achieve the following:

- Simplify the policy and remove any ambiguity over the way it should apply;
- Remove the restrictions on non-A1 retail uses which currently apply in primary and secondary shopping frontages, by removing them from the Local Plan altogether – thus allowing more flexibility in line with current government thinking; and
- Support additional residential development in town centres to generate vibrancy and footfall and create better conditions for surveillance, security and the evening economy whilst allowing a pragmatic approach to the application parking and private amenity space standards (which are often more difficult to achieve in town centre locations).

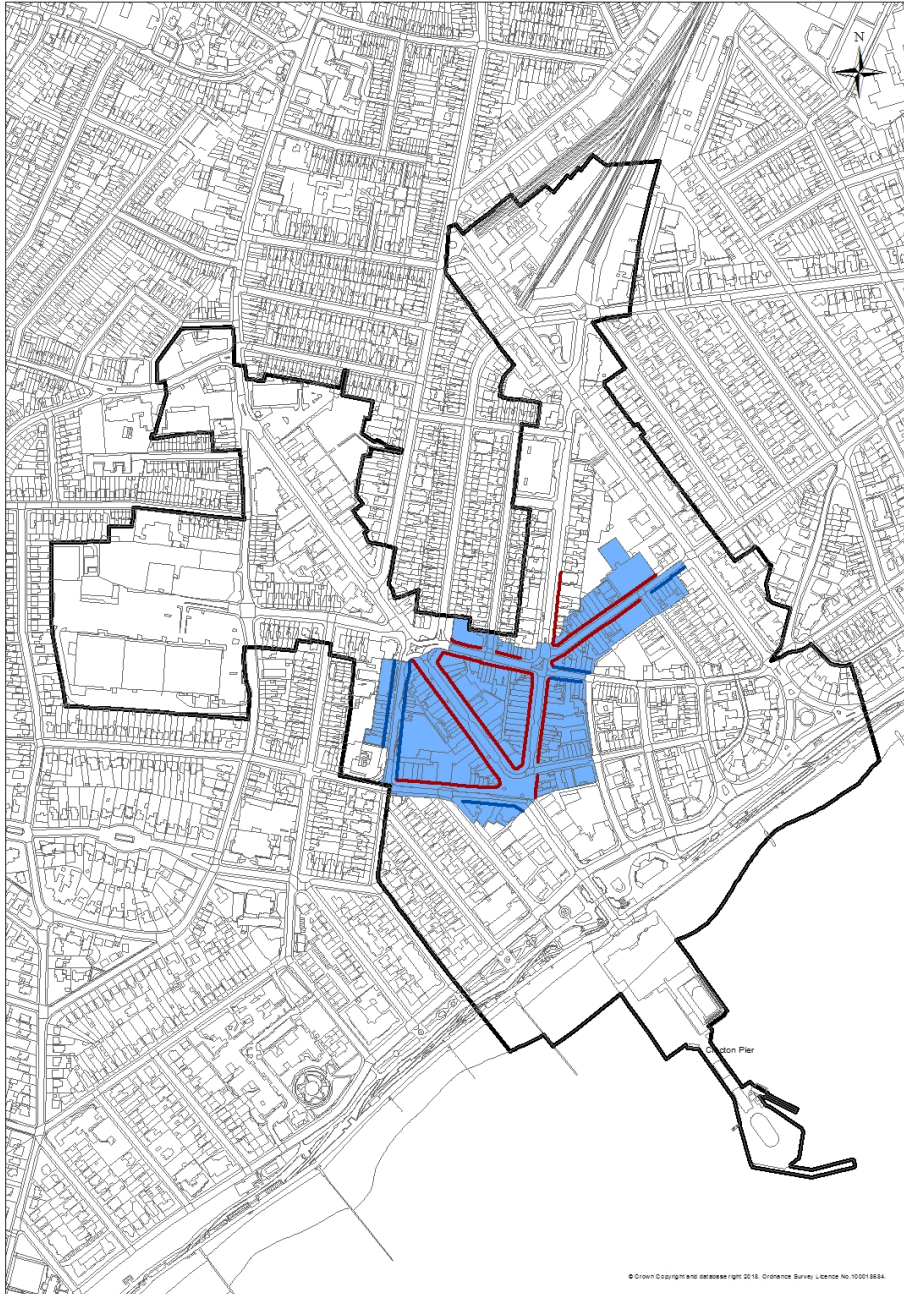
On the emerging Local Plan's policies and local maps, Primary Shopping Frontages are shown with pink lines and Secondary Shopping Frontages are shown with blue lines. It is suggested that these notations be removed from the plans, but that the boundary of the town centre (shown as a purple line) and the 'Primary Shopping Area' (shown as a light blue shading) will remain. The relevant local maps for Clacton (B.6), Dovercourt (B.15), Frinton and Walton (B.10), Brightlingsea (B.21) and Manningtree (B.21), which show the primary and secondary frontages as currently contained in the emerging Local Plan, are replicated in Appendix 2 for context.



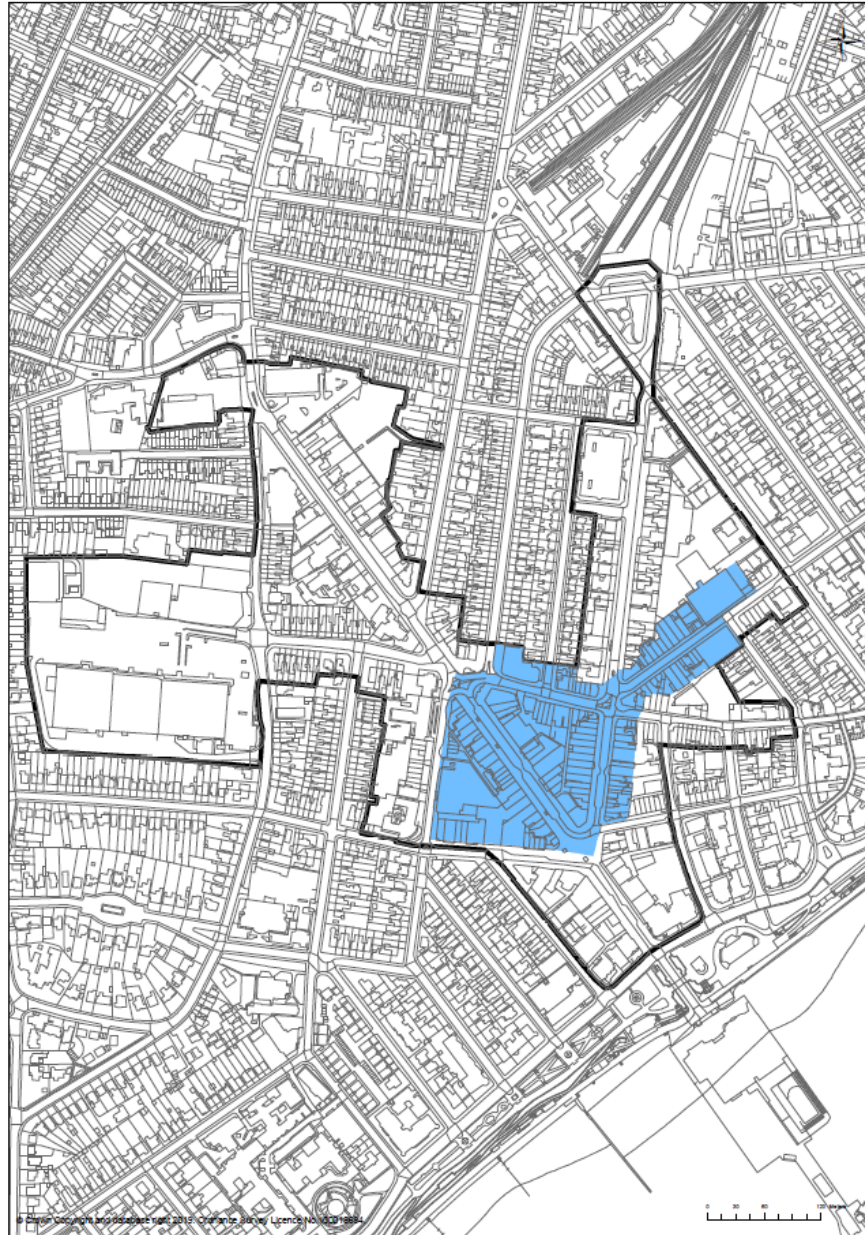
### Clacton Town Centre policy boundaries

A specific recommendation arising from the work of the Clacton Town Centre Working Party is to revise the boundaries of the town centre and primary shopping area to reduce the overall size of the centre, allow more flexibility for residential development to take place on the periphery of the shopping area and to help focus investment in town centre uses on its central core. The existing and proposed boundaries are set out below:

Current town centre policy boundaries for Clacton Town Centre in the emerging Local Plan:



Suggested amended town centre policy boundaries for Clacton Town Centre, as recommended by the Clacton Town Centre Working Party:



There was a general view amongst the members of the Working Party that the current town centre boundary did not reflect the common view as to what actually constitutes Clacton Town Centre and that it sought to protect too wide an area for it to be effective in focussing investment in the right places. In particular, there were questions over the inclusion of the Pier and seafront within the town centre boundary as well as the railway station and the northern parts of Pier Avenue extending towards the Cinema, including the Waterglade Retail Park. The Working Party also suggested that Clacton Town Centre needed to move away from being just a shopping destination and more towards offering an experience-based offer, including more social activities such as eating and drinking – which might be precluded by the current restrictions on non-A1 development within the town centre.

Officers are not suggesting any changes to the town centre boundary or primary shopping area for other town centres outside of Clacton.

## **Making amendments to the Local Plan**

The Local Plan has already been submitted to the Secretary of State for it to be examined by a government-appointed Planning Inspector, the Council is not able to make any further changes to the plan itself. The Inspector will have the power to recommend 'modifications' to the Local Plan, following the examination, aimed at addressing any issues with the soundness of the plan. Whilst it will be at the Inspector's discretion which modifications are formally recommended, the Council will have the opportunity suggest changes to the Inspector, for their consideration, as part of the examination process. It is recommended that the changes outlined in this report be put forward to the Inspector for their consideration, at the appropriate time. This is most likely to be in response to the Inspector's 'Matters Issues and Questions' which will be issued to the Council ahead of the Section 2 examination.

## **APPENDICES**

1. Suggested amendments to Policy PP5 shown as 'tracked changes'.
2. Relevant Local Maps from the emerging Local Plan showing current primary and secondary shopping frontages.

## **BACKGROUND PAPERS**

Vision for Clacton Town Centre web link:

<https://tdcdemocracy.tendringdc.gov.uk/documents/s23242/A%20Appendix%20B%20-%20Vision%20for%20Clacton%20Town%20Centre.pdf>

Dovercourt Master Plan web link:

<https://tdcdemocracy.tendringdc.gov.uk/documents/s21331/A1%20Appendix%20Dovercourt%20Masterplan.pdf>

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**Appendix 1: Suggested amendments to Policy PP5 shown as ‘tracked changes’**

Deletions shown as ~~struck through~~. Additions shown as underlined.

**Policy PP5**

**TOWN CENTRE USES**

~~The Town centre Boundary and the Primary and Secondary Shopping Frontages are defined on the Policy Maps.~~

Within Town Centre boundaries (as shown on the Policies Maps and Local Maps), proposals for development or change of use for ‘main town centre uses’ (as defined in Policy PP2 and the National Planning Policy Framework) as well as residential development will be permitted where they comply with other relevant policies in this Local Plan and support the vitality and viability of the town centre.

~~Within the Primary Shopping Area, proposals for development will be permitted where they:~~

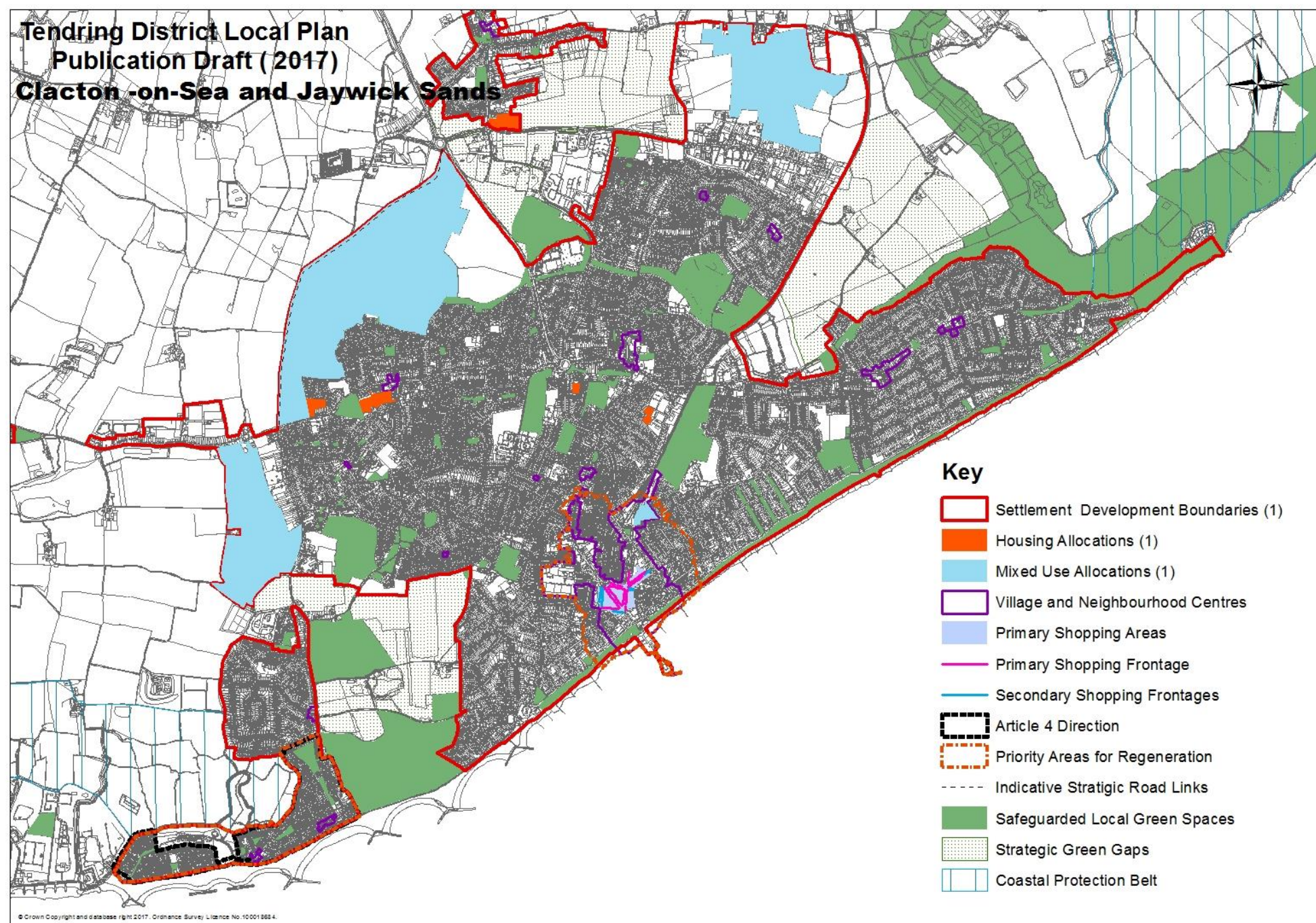
- ~~a. are for main town centre uses, as defined in the NPPF; or~~
- ~~b. will promote the vitality and viability of the centre, including proposals for residential development; or~~
- ~~c. will involve the conversion or re-use of upper floors; and/or~~
- ~~d. deliver high quality active ground floor frontages; and~~
- ~~e. within the Primary Shopping Frontages A1 uses (shops) comprise at least 70% of the shopping frontages; and~~
- ~~f. within the Secondary Shopping Frontages main town centre uses remain dominant; and~~
- ~~g. any change of use will be considered against the aims of this policy.~~

Within the ‘Primary Shopping Area’, the use of ground floor shop units will be restricted to A1 (Retail), A2 (Professional and Financial Services), A3 (Food and Drink); B1 (Business), public libraries, exhibition halls, museums, clinics or health centres. Residential development will only be permitted on upper floors above shop units and will be required to provide an adequate level of parking and amenity space that takes into account access to shops, services and facilities, public transport provision and proximity to public open space.

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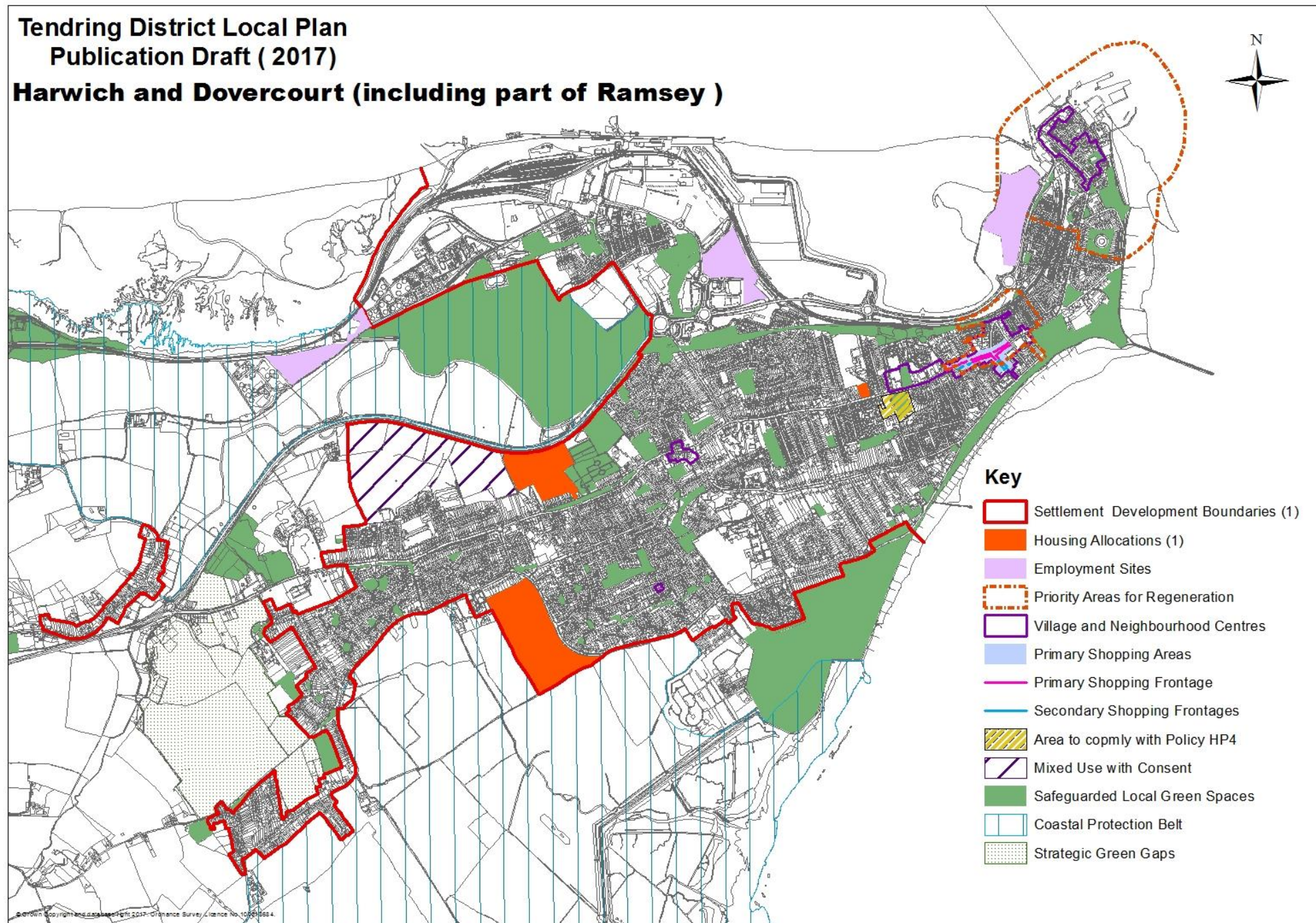
B.6 Clacton

Map - Clacton



B.15 Harwich and Dovercourt

Map – Harwich and Dovercourt

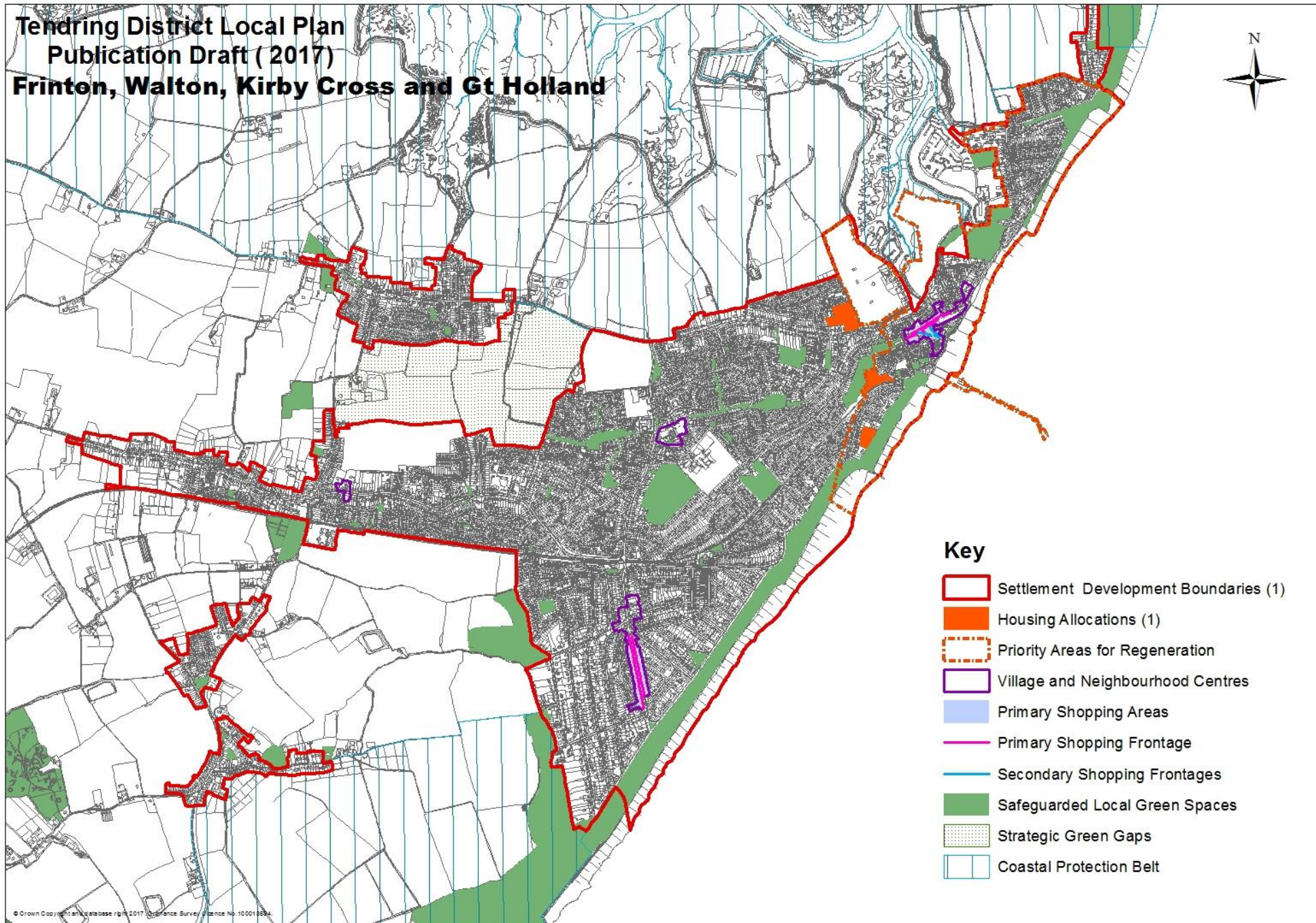




B.10 Frinton and Walton

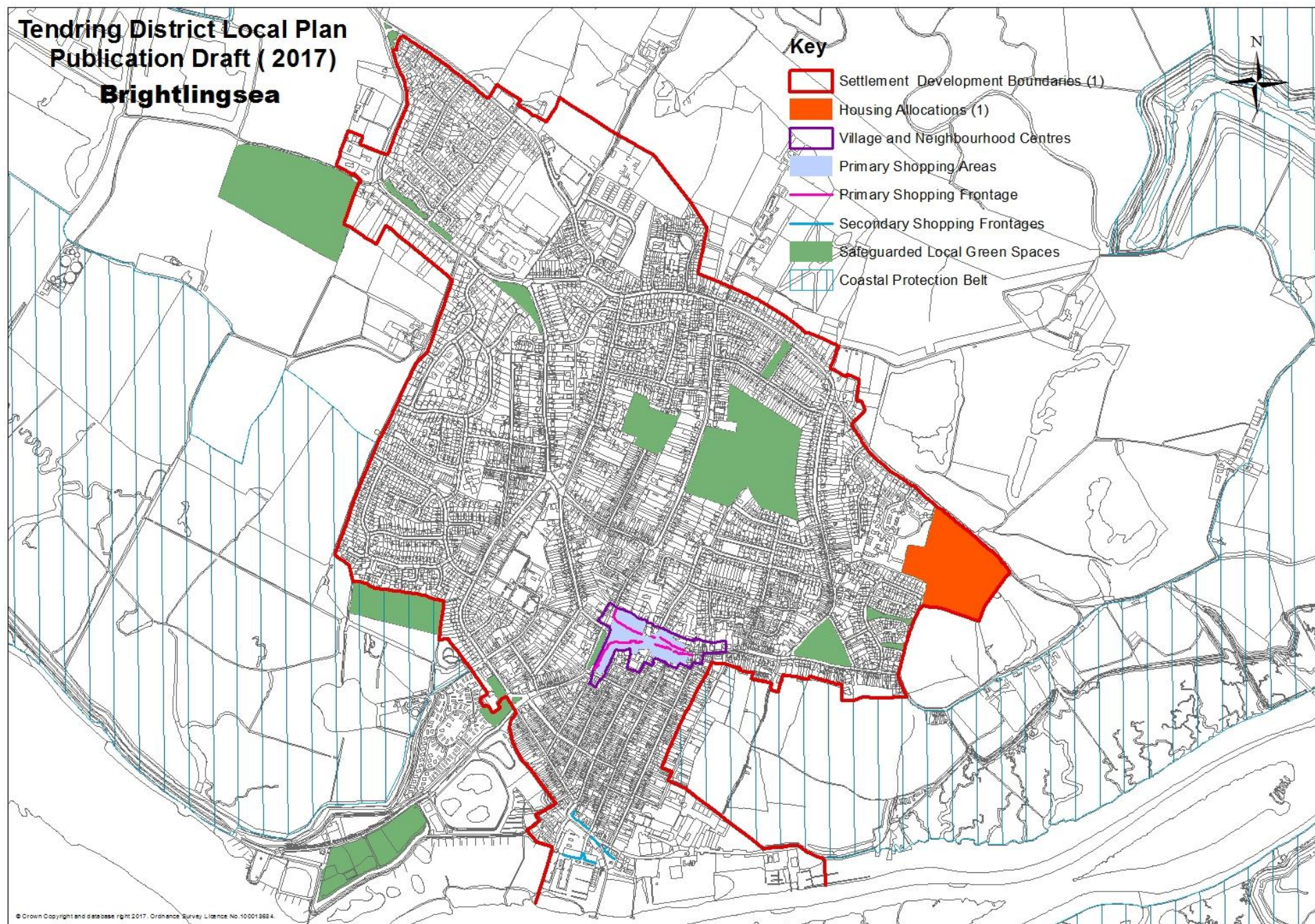
Map – Frinton and Walton

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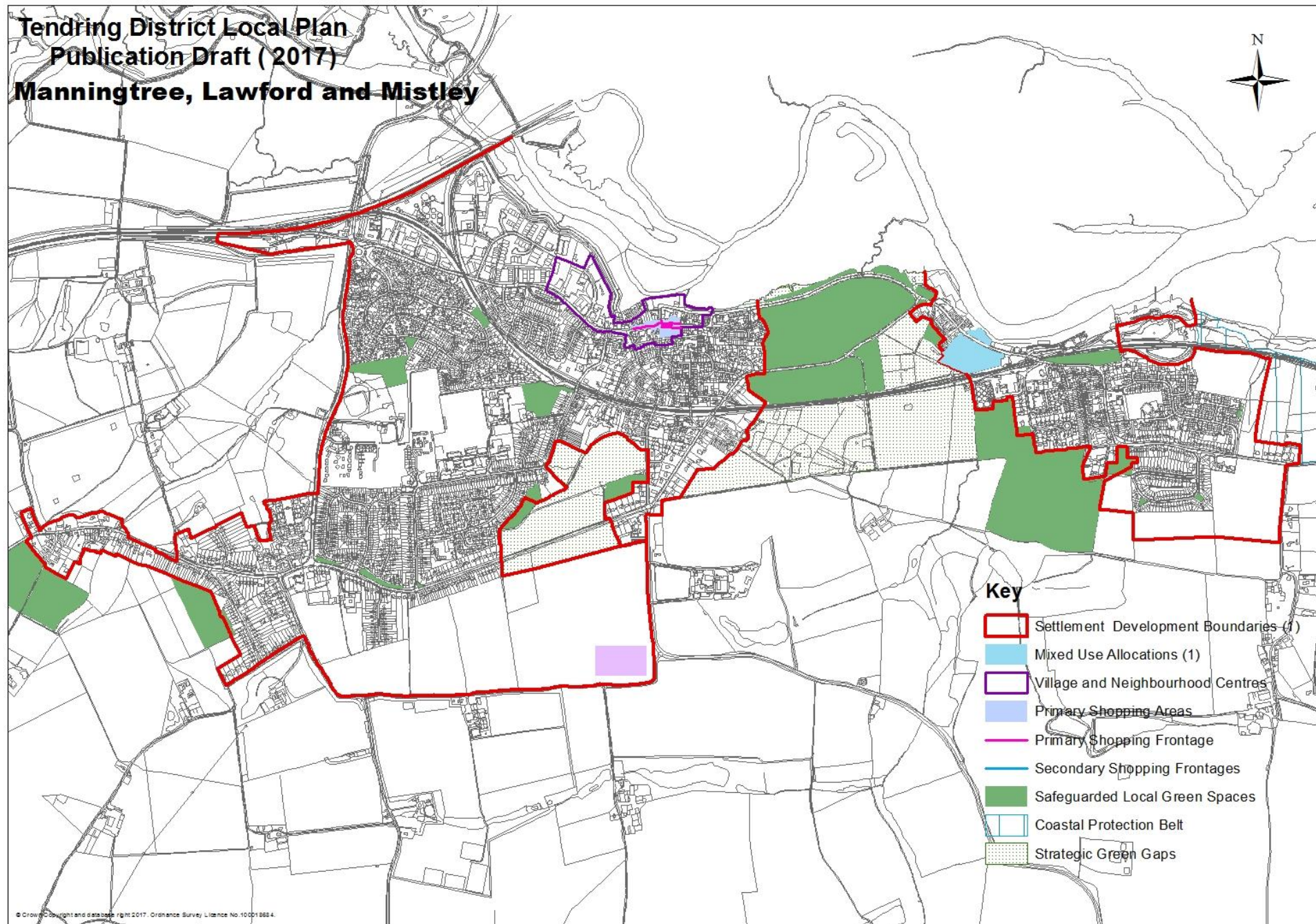
B.21 Brightlingsea

Map – Brightlingsea



B.21 Manningtree, Lawford Manningtree

Map – Manningtree, Lawford and Mistley



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## PLANNING POLICY AND LOCAL PLAN COMMITTEE

29 OCTOBER 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.4 – DRAFT HERITAGE STRATEGY

(Report prepared by William Fuller)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

The purpose of this report is for this Committee to consider the contents of the draft Heritage strategy and agree feedback to the Cabinet.

##### EXECUTIVE SUMMARY

Tendring's Heritage Strategy aims to promote the protection and celebration of the area's rich history, predominantly contained within its historic environment, and guides its evolution to enhance the positive contribution it makes to the lives of those people living in and visiting the District.

The Strategy promotes a holistic and collaborative approach to the management of heritage. It draws together existing Council strategies, priorities and approaches in order to identify areas within Tendring with significant heritage and provide a basis for future management and identification of opportunities for enhancement. To deliver the Strategy a partnership approach between the Council, its partners and key stakeholders will allow for the full potential of Tendring's heritage to be realised.

Having a clear adopted strategy for heritage is important when making funding bids to support projects in the district.

The strategy is organised into two parts:

##### Part One: The Baseline

This section explores the historic development of Tendring, and identifies existing heritage assets, sites and resources. It covers the physical heritage of Tendring in the form of the historic environment, and includes archaeology, buildings, settlements, landscapes, archives and artefacts. It also creates a comprehensive list of the people who are involved in looking after the historic environment today

##### Part Two: Assessment and Strategy

This section draws on the findings of Part One to identify key issues and opportunities within Tendring. It proposes actions to preserve and protect the district's heritage for the future.

## RECOMMENDATION

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

- 1) Notes the contents of the Draft Heritage Strategy;**
- 2) Agrees comments (if any) to be reported to Cabinet as part of its consultation on the Strategy.**

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

The Heritage Strategy will contribute to the following corporate priorities:

- Make the most of our assets
- Engaging with the community
- Support rural communities
- Effective partnership working
- Promote healthier lifestyles and wellbeing
- Local regeneration
- Support business growth
- First rate leisure facilities
- Attractive events programme

### RESOURCES AND RISK

#### **Resources:**

TDC Officers are leading on this project with the input of Essex County Council Place Services under a service level agreement.

Adoption of a Heritage Strategy will assist in attracting external funding for heritage related activity in the District. Potential sources of funding include:

- National Heritage Lottery Fund
- Heritage Action Zones (Historic England)
- Section 106 Agreements
- Partnership Schemes in Conservation Areas with Historic England

**Risks:** The adoption of a heritage strategy supports the Council's duties to maintain and enhance heritage assets.

### LEGAL

National Planning Policy Framework (February 2019), paragraph 185 states: Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take

into account:

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place.

## OTHER IMPLICATIONS

**Crime and Disorder:** Heritage assets are, unfortunately, vulnerable to crime. Having a strategy for promoting heritage assets in the district should contribute positively to their maintenance.

**Equality and Diversity:** Conservation of the historic environment can bring wider social, cultural, economic and environmental benefits.

**Health Inequalities:** There is a wealth of evidence that demonstrates the role heritage plays in improving mental wellbeing and physical health. People who visit heritage sites reported higher life satisfaction and happiness scores, as well as lower anxiety (Department for Culture Media and Sport 2015). Across Essex there are a number of schemes and organisations to encourage and support healthy activity, such as Active Essex and Healthy Life Essex. Tendring's heritage provides a positive platform to encourage people to enjoy the outdoors and take positive steps for their personal health and wellbeing. Heritage Trails, for example, are already established in Harwich and Dovercourt, Frinton-on-Sea, Clacton- on-Sea, Jaywick Sands and Walton- on-the-Naze encourage walkers to take routes through the historic environment. Promoting these to new groups and partnering with healthy organisations can open heritage to new audiences and increase wellbeing.

**Area or Ward affected:** All.

**Consultation/Public Engagement:** This report is brought to the Planning Policy and Local Plan Committee as part of the consultation process. The outcomes of the consultation will be reported to Cabinet for consideration.

## PART 3 – SUPPORTING INFORMATION

### Background

Heritage strategies allow all aspects of the historic environment to be identified and considered within one document. They cover physical heritage that we can see and interact with, including buildings, monuments, sites, areas, landscapes, archives, museums and artefacts, as well as intangible heritage such as traditions, events, culture and character. All of these elements combined give an area its unique identity. A strategy explores and celebrates the unique heritage

of an area, and encourages a holistic, collaborative approach to its preservation, enhancement and enjoyment.

This Strategy will form a baseline document, accessible to all, pertaining to the management and promotion of all aspects of the historic environment.

The enhanced understanding of Tendring's Heritage will enable the council to:

- Recognise and understand the key assets within Tendring which give it its special character;
- Create a knowledge hub of existing museums, archives, traditions and local groups which contribute to the protection and continuation of Tendring's heritage;
- Provide a platform for collaborative working across Tendring, and encourage a continued joined-up approach to heritage management;
- Identify key areas and assets which make the greatest contribution to the heritage of Tendring;
- Identify priority areas where heritage in the form of the historic environment is under threat and the unique issues faced; and
- Actively engage with and promote heritage opportunities in terms of the wider regeneration and economic development of Tendring to provide a framework for future investment.

The strategy is organised into two parts:

### Part One: The Baseline

This section explores the historic development of Tendring, and identifies existing heritage assets, sites and resources. It covers the physical heritage of Tendring in the form of the historic environment, and includes archaeology, buildings, settlements, landscapes, archives and artefacts. It also creates a comprehensive list of the people who are involved in looking after the historic environment today

### Part Two: Assessment and Strategy

This section draws on the findings of Part One to identify key issues and opportunities within Tendring. It will address key issues facing Tendring's heritage, and propose actions to preserve and protect it for the future. This approach is illustrated by a case study based in Harwich.

#### **Part 1 - Baseline**

The Strategy begins by giving a potted history of the District from 400,000 years ago, the time at which the oldest wooden implement in England dates from; to its Victorian era when seaside holidays thrived in the District.

The Strategy then considers the archaeology historic landscapes of Tendring with its significant Mesolithic settlements, Neolithic enclosures and monuments, and Bronze Age monuments and cemeteries.

The architecture of Tendring is highlighted with illustrations of particular buildings, streets, vistas



and building detailing throughout the District. Physical heritage assets are also detailed here. These include our listed buildings, conservation areas and scheduled monuments. Also detailed in this section is Tendring's heritage at risk.

An exploration of Tendring's museums, societies and heritage-focused groups is given. As tourism and attractions can have an historic basis, these are also examined. These cover navigational, piers, military and maritime, arts and culture, industrial and built heritage attractions.

## **Part 2 – Objectives, Action Plan and Case Study**

### **Objectives**

To inform the objectives of the Strategy, six key themes have been formed. These are:

**Objective 1: Conservation** Ensure the sustainable management of all heritage assets, including buildings, landscapes, monuments, landscapes and settlements, through the appropriate conservation and preservation of their significance.

**Objective 2: Collaboration** Promote and support initiatives for partnership working involving all people and organisations engaged with the heritage of Tendring District.

**Objective 3: Knowledge** Support the furthering of knowledge and understanding of Tendring's heritage through research and education, and promote training and education opportunities to share knowledge and skills with all people and organisations engaged in the heritage of Tendring District.

**Objective 4: Character and Identity** Support and promote initiatives and events that celebrate the culture, traditions and customs of all people and communities within Tendring District, and promote the unique characteristics and attractions of the District.

**Objective 5: Interpretation** Raise public awareness and appreciation of Tendring's heritage through a considered approach to communication methods with different audiences, and support initiatives to encourage the promotion of heritage and the engagement of residents and visitors with it.

**Objective 6: Accessibility** Recognise and promote the value heritage offers to people's wellbeing, health, identity and sense of belonging by supporting improvements in accessibility to Tendring's heritage sites, buildings and monuments and encouraging initiatives which provide wider audiences with access to heritage.

### **Actions**

The objectives often work together to contribute to the idea of heritage, and future actions and management may need to consider some or all of these themes to ensure that Tendring's heritage is protected, sustainable and continues to develop as a resource.

Opportunities for enhancement include:

- The use of technology,
- Promoting museums and collections,
- The re-use of vacant historic buildings,
- Education of both landowners and children,

- Promoting 'Healthy Heritage'
- Helping existing attractions reach full potential and
- New development and quality design.

Once adopted, a programme of implementation can be developed to manage delivery of the heritage strategy actions. Projects delivered through this programme could look to various sources for part funding. These include:

- National Heritage Lottery Fund
- Heritage Action Zones (Historic England)
- Section 106 Agreements
- Partnership Schemes in Conservation Areas with Historic England

### **Case Study**

A case study of Church Street in Harwich's Old Town is used to demonstrate what could be achieved using the objectives of the Heritage Strategy.

## **APPENDICES**

Appendix 1: Tending Heritage Strategy

## **BACKGROUND PAPERS**

**None**

# Tendring Heritage Strategy



Client:  
Tendring District Council

Date:  
July 2019

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## In this document: Heritage Strategy at a glance

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## Executive Summary

Heritage is a shared asset which underpins our identity, sense of place and community, as well as contributing to the economic growth and enjoyment of an area. Tendring has rich history celebrated across Essex by residents and visitors alike. Its coastal location has provided it with a unique and varied heritage, from prehistoric artefacts and medieval buildings to Victorian villas, with many sites recognised as being of national significance. It is important for us all to protect and promote both the physical and intangible characteristics of Tendring, now and into the future, so that we can continue to enjoy and appreciate Tendring's unique heritage.

Tendring's Heritage Strategy aims to promote the protection and celebration of the area's rich history, predominantly contained within its historic environment, and guide its evolution to enhance the positive contribution it makes to the lives of those people living in and visiting the District.

The Strategy promotes a holistic and collaborative approach to the management of heritage. It draws together existing Council strategies, priorities and approaches in order to identify areas within Tendring with significant heritage and provide a basis for future management and identification of opportunities for enhancement. To deliver the Strategy a partnership approach between the Council, its partners and key stakeholders will allow for the full potential of Tendring's heritage to be realised.

The strategy is organised into two parts:

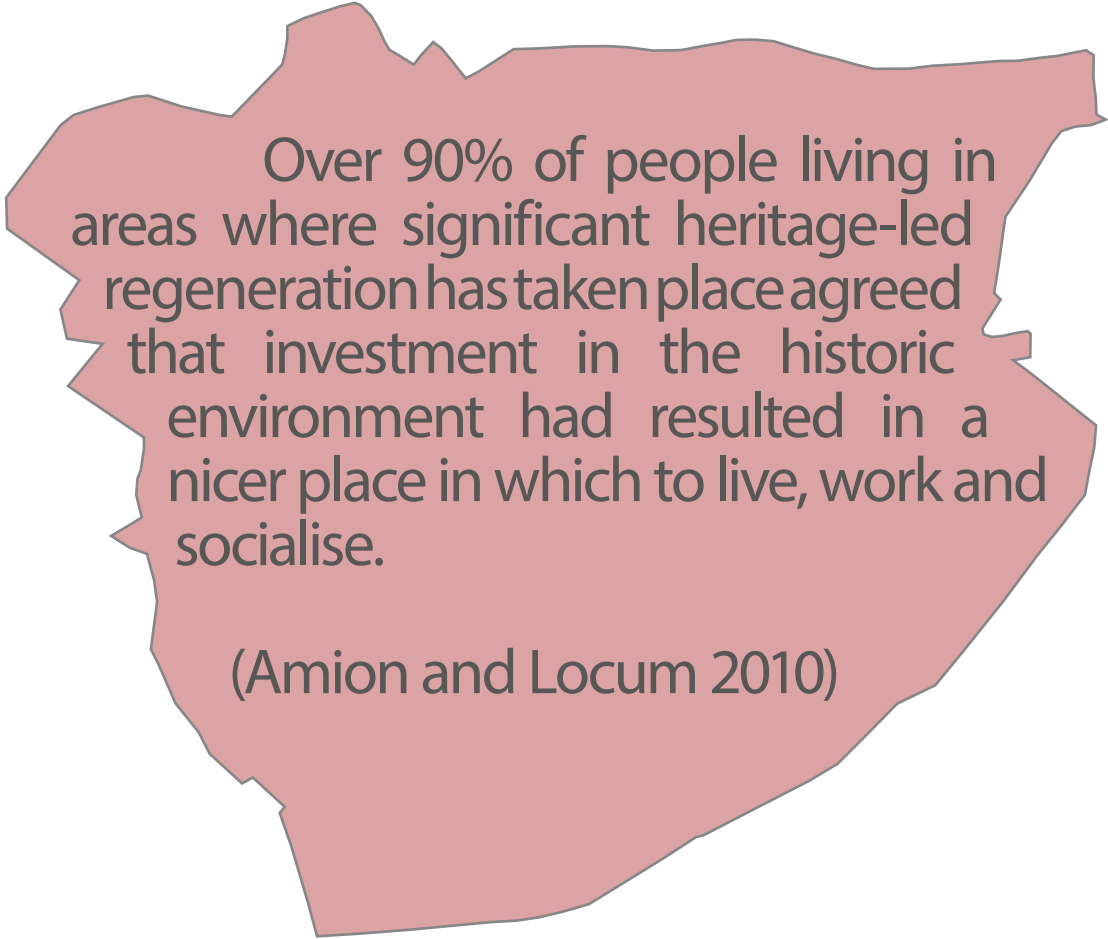
### **Part One: The Baseline**

This section explores the historic development of Tendring, and identifies existing heritage assets, sites and resources. It covers the physical heritage of Tendring in the form of the historic environment, and includes archaeology, buildings, settlements, landscapes, archives and artefacts. It also creates a comprehensive list of the people who are involved in looking after the historic environment today.

### **Part Two: Assessment and Strategy**

This section draws on the findings of Part One to identify key issues and opportunities within Tendring. It will address key issues facing Tendring's heritage, and propose actions to preserve and protect it for the future. This section can be updated independently of the baseline to respond to arising needs, and to allow the Action Plan to be revised.





Over 90% of people living in areas where significant heritage-led regeneration has taken place agreed that investment in the historic environment had resulted in a nicer place in which to live, work and socialise.

(Amion and Locum 2010)

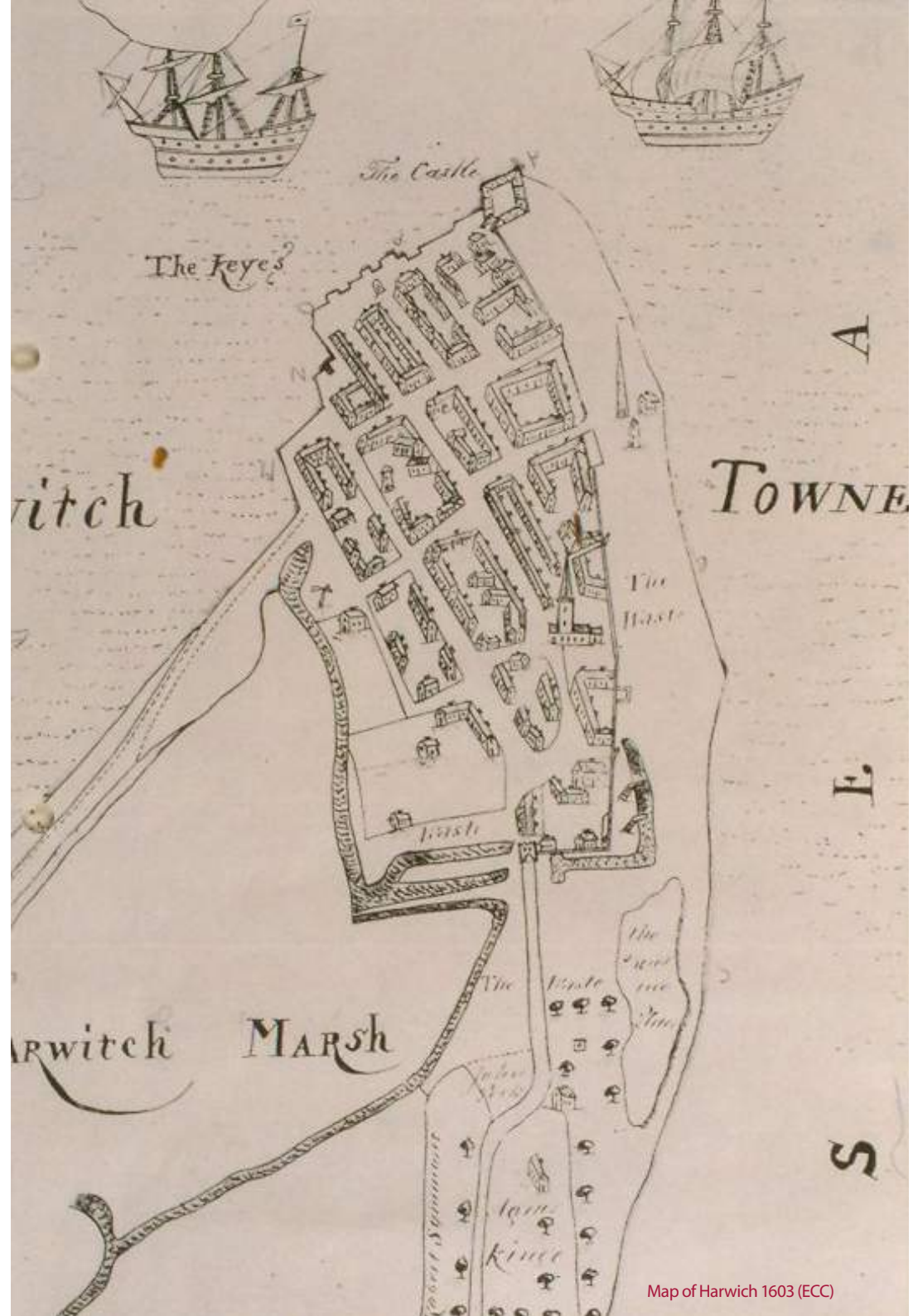
## Introduction

### What is a heritage strategy?

Heritage strategies allow all aspects of the historic environment to be identified and considered within one document. They cover physical heritage that we can see and interact with, including buildings, monuments, sites, areas, landscapes, archives, museums and artefacts, as well as intangible heritage such as traditions, events, culture and character. All of these elements combined give an area its unique identity. A strategy explores and celebrates the unique heritage of an area, and encourages a holistic, collaborative approach to its preservation, enhancement and enjoyment.

This Strategy is provided for all stakeholders with regard to Tendring's historic environment. This includes residents, owners, organisations, businesses, councillors and council officers, as well as those involved in promoting and managing new development. Our heritage is vital for our enjoyment and quality of modern life, and is fundamentally shaped by our understanding and interpretation of the past. The interaction with objects or environments of the past reinforces our identity and sense of belonging. Our future is intrinsically linked with our history, making our heritage a powerful resource.

This Strategy will form a baseline document, accessible to all, pertaining to the management and promotion of all aspects of the historic environment.



Map of Harwich 1603 (ECC)

## Purpose of Heritage Strategy

Tendring is a significant district within Essex with a unique and diverse heritage to celebrate. As a fundamental aspect of the District's environmental infrastructure, and its tourism, heritage has a major role to play in Tendring's future. At the same time it is constantly evolving in response to our understanding of and interaction with the historic environment and the demands of modern life. It is also an irreplaceable resource. Therefore, it is vital to assess heritage alongside the wider factors which influence it, in order to fully understand it and to ensure its proper preservation and management. This will ensure that Tendring's heritage, and in particular its historic environment, makes a positive contribution to shaping sustainable communities and maintaining the District's unique qualities throughout its future growth.

Tendring has **over 1000 designated heritage assets** and many other historic buildings and archaeological features of interest. This Strategy is a platform to promote all of these heritage assets, understand the people who value them and enhance the manner in which they can be conserved and appreciated. This will provide a robust base of knowledge to inform their future preservation and enjoyment.

*Ancient Monuments,  
Ancient Woodland,  
Archaeological Sites, Coastal  
Heritage, Conservation Areas,  
Heritage Assets at Risk,  
Listed Buildings, Protected  
Lanes, and Registered  
Parks and Gardens*

## Vision

Tending to provide a short paragraph defining the key reason for the creation of this document. What do we hope to achieve for Tending through undertaking this Heritage Strategy? What are the goals of Tending District Council?

## Aims and Scope of the Strategy

This Strategy responds to the District Council's aim to protect, promote and celebrate the unique characteristics of the District and the things people most value by actively engaging with our heritage.

This understanding will allow it to be managed successfully as Tendring grows. It aims to strengthen the understanding of what exists, and make sure that assets are valued and reach their full potential, contributing to residents' quality of life, supporting strong communities, and promoting tourism and economic development.

This Strategy will explore the relationship with heritage and the historic environment to the following ideas:

- Identity
- Community
- Wellbeing
- Tourism
- Regeneration
- Interpretation
- Management

The enhanced understanding of Tendring's Heritage will enable the council to:

- Recognise and understand the key assets within Tendring which give it its special character;
- Create a knowledge hub of existing museums, archives, traditions and local groups which contribute to the protection and continuation of Tendring's heritage;
- Provide a platform for collaborative working across Tendring, and encourage a continued joined-up approach to heritage management;
- Identify key areas and assets which make the greatest contribution to the heritage of Tendring;
- Identify priority areas where heritage in the form of the historic environment is under threat and the unique issues faced; and
- Actively engage with and promote heritage opportunities in terms of the wider regeneration and economic development of Tendring to provide a framework for future investment.

## Consultation and Adoption

Tendring District Council encourages everyone to get involved, and welcome the thoughts and suggestions of those who would like a say in the future approach to the management and preservation of heritage in Tendring. The timetable for public consultation is in line with the Council's Statement of Community Involvement (SCI), and allows time for meaningful engagement. Communication may range from leaflets, surveys, social media, and meetings on the Heritage Strategy. For further information on the consultation process and for how to get in touch, please visit xxx or contact xxx.

Following consultation we will review and make any amendments to the Draft Heritage Strategy. This will then be considered by the Council's Local Plan Cabinet Sub Committee.

### Here are some questions to get you started:

- What makes Tendring unique, and how can this be celebrated?
- Why do people visit Tendring?
- What threats face Tendring's Heritage?
- Do you think this document outlines these key aspects of Tendring's heritage, and does it provide a baseline for future promotion?

To ensure a collaborative approach and make sure this Strategy incorporates the views of all who are interested in Tendring's historic environment, the following statutory bodies have been consulted in its production:

Natural England  
consultations@naturalengland.org.uk

Historic England  
eastplanningpolicy@historicengland.org.uk

Environment Agency  
planning.ipswich@environment-agency.gov.uk

The National Amenity Societies:

- The Ancient Monuments Society
- The Council for British Archaeology
- The Society for the Protection of Ancient Buildings
- The Georgian Group
- The Victorian Society
- The Twentieth Century Society
- The Gardens Trust

## Definitions and Legislation

The key terms and definitions used in this document are drawn from the National Planning Policy Framework to allow for consistency across the Strategy with planning policies and national guidance on heritage and the historic environment. This information can be found in Appendix A.



## Part 1 – Heritage Baseline An Introduction to Tendring

### Tendring Today

Tendring District is located in the north east of Essex, formed from the historic Tendring Hundred. In its current configuration, the District was formed on 1st April 1974 by a merger of the Boroughs of Harwich, Brightlingsea, Clacton and Frinton & Walton Urban Districts, and Tendring Rural District. The District is located to the east of Colchester, and formed of low-lying coastal land between the estuaries of the Rivers Stour and Colne, its shoreline stretching over 60km. The area has a rich and varied landscape, and a wealth of heritage which reflects its significant past.

Tendring has a population of 144,700 (2017), most of whom live in urban communities along the coast, including the old port of Harwich in the north, resorts such as Walton-on-the Naze and Clacton-on-Sea, and the yachting centre of Brightlingsea in the shelter of Colne Point. These towns are well connected with good railway infrastructure and links with Essex and London. Many Tendring residents commute to work as a result, heading to Colchester, Chelmsford, or London. Agriculture continues to dominate inland areas of the District with villages and historic market towns connected by a network of historic routes which now form arterial roads.

The seaside resorts in Tendring make tourism a major component of its economy and give the coastline its distinctive character and charm.



Beach huts in Brightlingsea

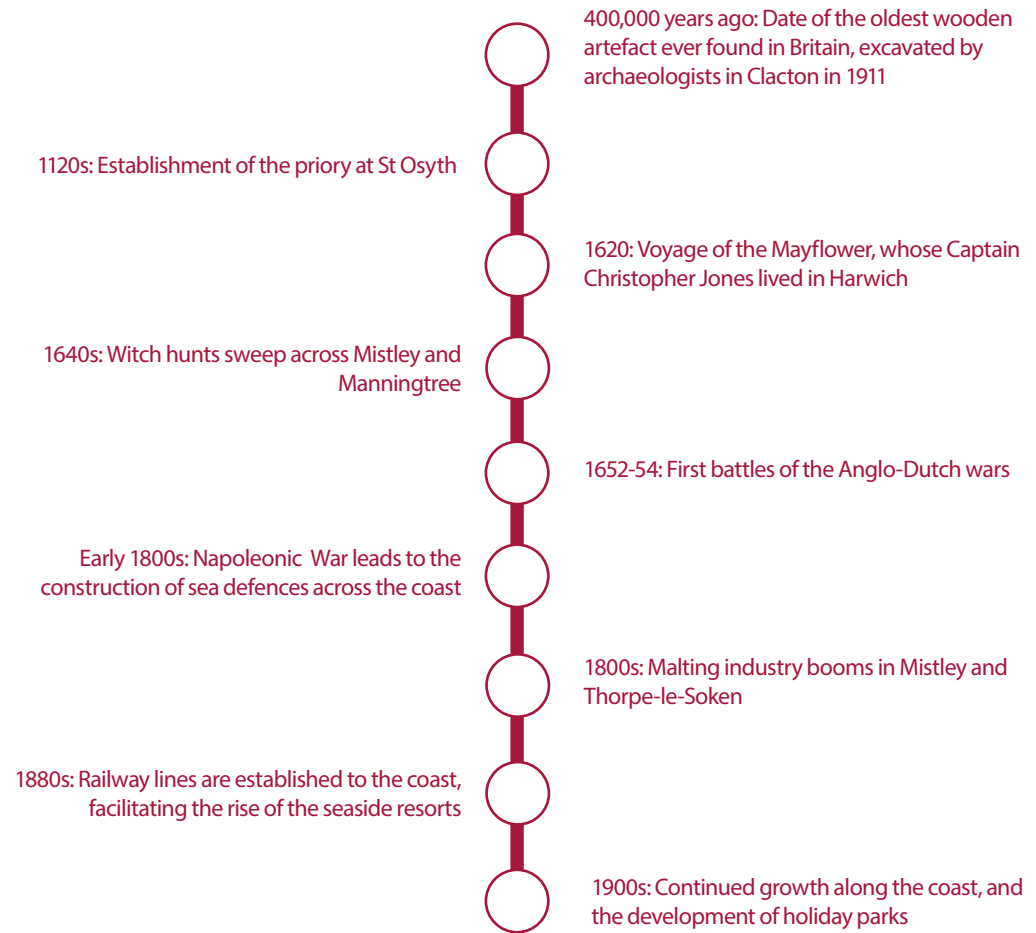




This map depicts the location of key settlements and arterial roads through the district.

### Tendring through time

The story of Tendring is deeply interwoven with its coastal setting. Bounded by the River Stour to the north and the River Colne at the south, both of which flow into the North Sea to the east. This area is known as the 'Tendring Peninsula' because of its relatively detached coastal location. Historic occupation and activity in this landscape has been shaped and influenced by its location. Tendring is a coastal gateway to Essex, accessible from the sea and navigable by rivers. It is rich in resources but exposed and defended, with a long and distinctive history of human intervention.



Tendring's tale is of two contrasting landscapes, drawing both from its coast and estuary and its inland, arable landscape. Rural Tendring is scattered with dispersed historic market towns and hamlets, and its coastline is dotted with seaside towns with the remnants of coastal industry, military defences, and Victorian architecture and charm. Tendring's history is rich and diverse as a result of its varied character.

Throughout history, humans have been drawn to the river network across Tendring. Some of the evidence for the earliest pre-historic activity in the area has been found within the sediments of ancient river systems and the seafront. Perhaps most notably this includes the oldest wooden artefact ever recovered from Britain, found in Clacton, a wooden spear point which is over 400,000 years old. Objects, such as this, provide evidence about the inhabitants of Tendring and how they used the land for hunting and farming, as well as the growth of industry, such as flintworking in Clacton, some 300,000 years ago.

The early residents of Tendring have left behind a physical imprint of their existence here in settlements, roads, field systems, cemeteries and monuments, as well as a plethora of artefacts of international importance.

The coastline has provided significant resources throughout pre-history. In the Mesolithic period finds indicate seasonal occupation in the environs of Walton-on-the-Naze. The production of salt most likely started in the Late Iron Age and continued to increase in scale throughout the centuries. The large number of Red Hills in the coastal zone indicate the extent of this industry.



The Clacton Spear is the tip of a wooden spear and is the oldest wooden implement found in Britain at over 400,000 years old. It was discovered in Clacton-on-Sea in 1911 and is now on display at the Natural History Museum in London. (Image ECC)



Computer reconstruction of Roman salt working and the creation of Red Hills. Red Hills are features of the coastal and tidal areas of Essex dating from the Bronze Age, Iron Age and Roman period. They are formed as a result of salt making. Their colour comes from the rubble of the clay structures, scorched red by fires, used to evaporate sea water to make salt cakes. Red hill sites have been identified along the coastal regions notably in the areas surrounding Hamford Water, both in the north, near Little Oakley and to the south, near Walton (Image ECC)

The inland landscape contains significant pre-historic monuments. These include Neolithic monuments, such as the St. Osyth causewayed enclosure (a series of circular earthworks) and earthworks of a possible cursus (large, parallel banks which conceal a path within them, thought to be used in Neolithic rituals) as well as later Bronze Age ritual monuments and cremation cemeteries. Several Middle Iron Age settlements are known to have been located across the Tendring plateau.

Tendring District is located to the east of Colchester, the oldest recorded town in Britain. It is likely that Roman Colchester (Camulodunum) would have had a significant influence on the economy of the area. Septaria stone (a compacted clay) used in the construction of Roman Colchester's defensive wall was brought from the coast near Walton-on-the-Naze and Harwich. Villas, most likely representing locally important centres of farming and agriculture, have been found in a small cluster in the south-west of the District.

Over time Tendring grew in prosperity; its rich and fertile soils provided good agricultural land and its coast permitted trade and industry to boom on its shores. Throughout the medieval period, villages in land grew in a similar fashion to the wider county of Essex at this time, organised as small dispersed settlements focussed around churches, halls and commons. Harwich, Manningtree and St. Osyth in particular became centres of medieval activity and each were unique and distinct in their function and character. Harwich acted as the main urban centre and market town of the District, Manningtree was established as a successful fishing port enabling local trade, and the founding of St. Osyth's priory in 1120 has left us with one of the finest monastic buildings in England. St Osyth also functioned as a market centre for the eastern end of the Tendring peninsula until the nineteenth century. Manningtree and Mistley in particular developed in the early medieval period as ports to serve inland markets. Supplies for the North Sea Fleet in Harwich flowed through the ports here, and Manningtree also became a leading fishing port supplying Colchester.

Tendring's coastline has historically been home to a variety of coastal industries and farming. Farmers around the coast or river estuaries were able to utilise drained marshlands and adjacent saltmarshes to maintain more



The village of Great Bentley contains one of the largest village greens in England, covering 42.5 acres when measured in 2000. Originally common land, the Parish Council applied for its registration as a village green in the 1960s to protect its long-standing use as a place for exercise and recreation. It is now maintained by 'The Friends of the Green'.

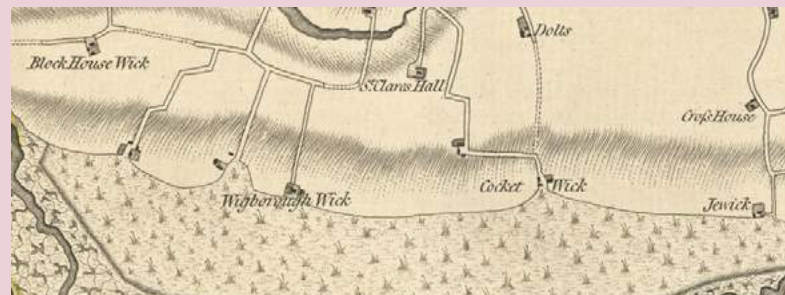


St Osyth's Priory: The Augustinian priory was founded shortly after 1120 by Richard de Belmeis, Bishop of London, and by 1161 the priory had become an abbey dedicated to Saints Peter and Paul, and St Osyth. A park was associated with the abbey from 1268 when a charter was granted to the abbey allowing some hunting rights. The earliest remaining monastic buildings is the sub-vault of the Dorter range and the still existing portions of the walls bounding the Cloister on the east and west. The abbey prospered and its growth and wealth are illustrated by the surviving buildings, including the late fifteenth century gatehouse and the early sixteenth century Abbot's Lodging. Following the Dissolution of the Monasteries in the 1530s and '40s, the abbey was granted to Thomas Cromwell and then bought by 1st Lord Darcy, Lord Chamberlain of Edward VI's household who undertook much new building work. The surviving eighteenth century range and parkland were added by the 4th Earl of Rochford. The site passed through a number of owners in the twentieth century and fell into disrepair. There are now plans for the restoration of the buildings and the parkland. (Image ECC)

cattle and sheep than many inland farmers. Other agricultural and farming industries along the shores ranged from oyster pits in Brightlingsea, duck decoy ponds on the flats, tide mills at inlets or estuaries, and the fish weirs of Colne Point. Arable growth inland led to the rise of malting for beer with surviving maltings at Kirby-le-Soken, Thorpe-le-Soken and Mistley. Places such as Brightlingsea, Clacton, Holland, Frinton, Walton, Harwich and Ramsey are notable for their connection to the Copperas industry in the eighteenth century. Nodules of the substance 'Copperas' were gathered from cliffs, typically by the wives and children of fishermen. Thought to be one of the earliest developments in the chemical industries, the nodules were then manufactured nearby at 'Copperas Houses' for use in dyeing textiles, manufacturing ink, creating medicines, and for use in gunpowder. Remnants of these distinctive trades can be discerned in the modern landscape and townscapes of the District in the form of buildings, structures and street names, these are celebrated features of Tendring.

Tendring has witnessed a turbulent military and naval history. The seventeenth century Anglo-Dutch wars presented a long term threat to its shores. The Napoleonic wars of the early nineteenth century have also left their mark on the Essex coastline in the eleven Martello Towers built between 1809 and 1812, as well as a large circular redoubt at Harwich. Tendring was also a heavily defended area in the twentieth century, with the Beacon Hill Fort forming a frontline defence during the World Wars. These features demonstrate how vital Tendring was as a strategic defensive location throughout history. Tendring has also been home to nautical voyagers, with Christopher Jones, Captain of the 1620 pilgrim ship the Mayflower, a resident of Harwich.

Influenced by the construction of the railway, the southern stretch of Tendring's coastline was a desirable location for seaside developers in the nineteenth and twentieth centuries. The string of resorts along Tendring's coast provides an insight into the Victorian boom of the seaside resort. Georgian spa towns had previously been established across the coast but with a lesser degree of success. The attractive Georgian architecture of Mistley provides a reminder of this period of development. However, the most successful coastal development occurred throughout the Victorian period, as a result of the rise in fashion for fresh sea air, seaside villas, promenades and piers. This fashion shaped much of Tendring's coastline. Frinton-on-Sea, Walton-on-the-Naze and Clacton-on-Sea are all well-preserved seaside resorts, each with their own character but all unified in their purpose to provide easy access to the coast and a desirable place to visit, live and enjoy.



"Wick" place names: The drained marshlands and saltmarshes produced great quantities of cheese and milk products, which is illustrated on historic maps by the place name of 'Wick' meaning dairy farm. (Image Chapman and Andre Map, 1777)



Decoy ponds were designed to trap ducks and wildfowl to be killed for food and for feathers. They comprise of a central pool off which lead curved arms or ditches known as pipes. Birds were lured into nets at the ends of the pipes by the decoyman and his dog. The use of decoy ponds dates back to the medieval period but they became more popular in the eighteenth and nineteenth centuries. A mid nineteenth century decoy pond, known as Lion Point Decoy, to the north of Jaywick is a Scheduled Monument. (Image Google Earth)



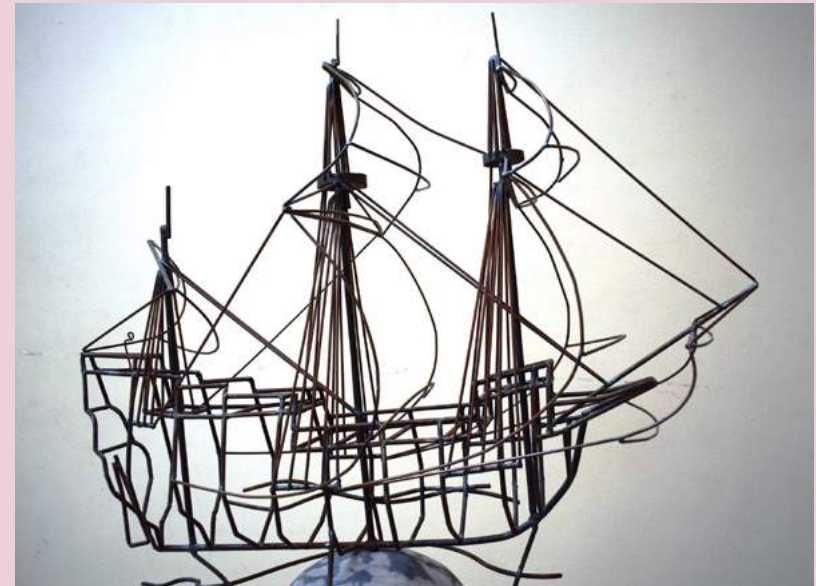
Mistley became a major centre of the late nineteenth century malt industry and retains some of the best preserved maltings in England. Malting is the process of converting grain into malt to be used for brewing. Grain, predominately barley, is steeped in water and laid out on a drying floor to germinate before being dried in a kiln to produce malt. There were seven maltings built in Mistley in the late nineteenth century, the surviving maltings and kilns are listed at Grade II. (Image ECC)



Martello towers are small coastal artillery forts constructed along the Suffolk, Essex, Kent and Sussex coasts between 1805 and 1812 to defend England against the threat of French invasion during the Napoleonic Wars. Their design and name were taken from a tower at Martello Bay, Corsica. Eleven towers were originally constructed along a 20 kilometre stretch of the Essex coastline, all within Tendring District. They were identified by the letters A to K. Six towers survive (A, C, D, E, F and K) and they are all Scheduled Monuments and unique local landmarks along the Tendring coastline. The photograph shows Martello tower F in Clacton-on-Sea which is the only remaining moated example in Essex.



Beacon Hill Fort has a long history as a military site, stretching back to Henry VIII's reign. It has defended the port of Harwich throughout the French Revolutionary and Napoleonic Wars, and after being completely rebuilt in 1892 it was manned throughout the First and Second World Wars. The fort was decommissioned in 1956, and has fell into ruin. It has recently been acquired by a volunteer team who are working to restore the site. (Image Beacon Hill Fort in 1952, ECC)



The Mayflower made its voyage to the New World in 1620, carrying the first wave of English settlers across the seas. Its Captain, Christopher Jones, was a resident of Harwich. (Sculpture by Hanman Murphy, image <https://www.bbc.co.uk/news/uk-england-essex-47311852>)



Throughout the nineteenth century, 'seabathing' became increasingly popular for health and pleasure, and with increased free time and better links to the coast seaside resorts became the fastest-growing towns in the first half of the nineteenth century. (Image LNER Poster for Clacton-on-Sea 1926 (Science Museum Group Ref: 10173764))

## The Archaeology of Tendring

Archaeological excavations and aerial photography have provided invaluable knowledge of Tendring's past. Aerial photos are taken during the summer, when cropmarks are clearly visible from the air, and help to reveal hidden below-ground features. They provide an understanding of the pre-historic and Roman occupation of Tendring, its historic land uses, the development of settlements and the historic relationships between other landscape features, providing a clear pattern of human settlement and activities in Tendring.

Significant Mesolithic settlements, Neolithic enclosures and monuments, and Bronze Age monuments and cemeteries have been identified across the District, along with a network of field systems, all uncovered through excavations and aerial photography. In an aerial image of St Osyth, Roman tracks cut through earlier prehistoric field systems, creating a new layer to Tendring's landscape, and connecting it with one of the most important towns of Roman Britain: Colchester (Camulodunum).

Excavations at Brightlingsea have revealed a large Roman trackway cut through earlier prehistoric field systems which remained in use until the Anglo-Saxon period. One of the most notable finds from this excavation was a leaded-bronze foot in the shape of a Harpy found in one of the Roman trackway ditches.

Further excavations in Brightlingsea between 2013-2015 uncovered a significant Early-Middle Anglo-Saxon settlement on the Brightlingsea peninsula which continued, to some degree, into the Late Anglo-Saxon period. The remains of the settlement included sunken huts (Grubenhäuser) and rectilinear post-built structures with further evidence for domestic and industrial activity.

Manningtree, St Osyth and Harwich have been identified by Essex County Council as being of special archaeological importance. Manningtree is a fine example of a small market town, with elements of its past use as a sea-port and industrial town still visible. It has retained many medieval features, and there is a possibility that the medieval wharf is preserved behind the current quay. St Osyth is principally remarkable on account of the remains of its noble monastery, which derives its name from St. Osyth, daughter of Redoald, king of East Anglia. The economy of St Osyth was dominated by the priory, with the town functioning as a market centre for the eastern extent of the Tendring Peninsula prior to the development of Clacton-on-Sea. Harwich is significant due to the considerable role it has played as a naval and garrison town, and its history as a harbour are an important insight into Britain's military history and relations.



Detailed photograph of leaded-bronze foot from Brightlingsea excavations after conservation (Image ECC)

This aerial photograph was taken in 2018, during a heatwave which revealed hundreds of cropmarks across the UK.

Archaeological sites can be seen clearly on this layered landscape, with features overlapping a network of prehistoric field systems and former river causeways.



Aerial Photograph near Brightlingsea, 2018





This aerial photograph clearly shows an Iron Age Settlement and its associated fields.

These features form part of a wider, early agricultural landscape, which comprises of cropmark features following a similar rectilinear pattern. A large Bronze Age ring ditch nearby shows continual use of this coastal plain throughout the prehistoric period.

Aerial Photograph of Brightlingsea, 2018

This aerial photograph also taken in 2018, reveals a Roman Road near St Osyth, along with a rectilinear field system to the north, likely to also be Roman.



Aerial Photograph of Roman Road near St Osyth, 2018

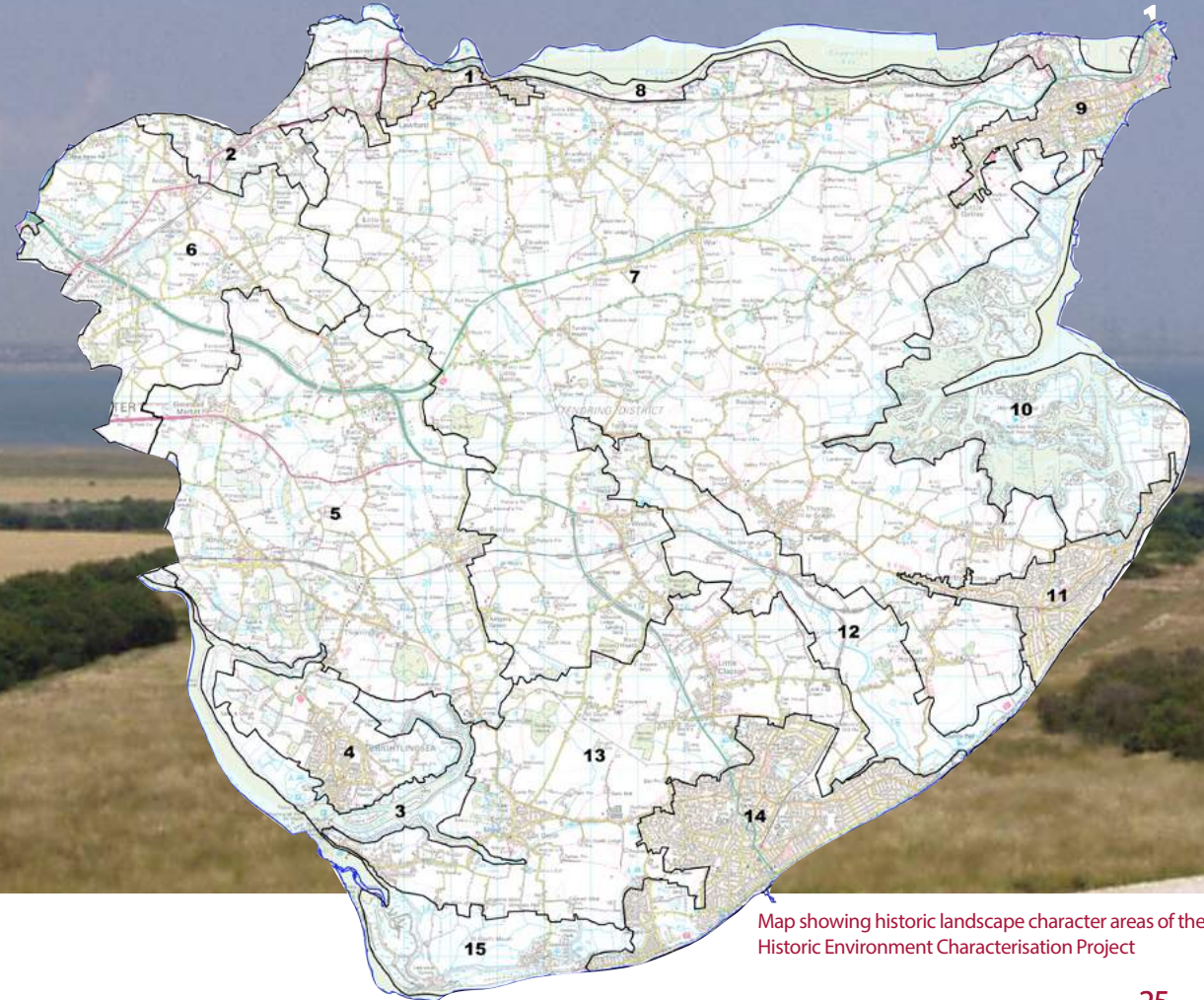
## Historic Landscape Character

Tendring comprises of varied historic landscape character areas, as assessed in 2008 by Essex County Council for the Tendring Historic Environment Characterisation Project. These areas are typically divided by the inland arable plateau and coastal towns, ports and estuaries.

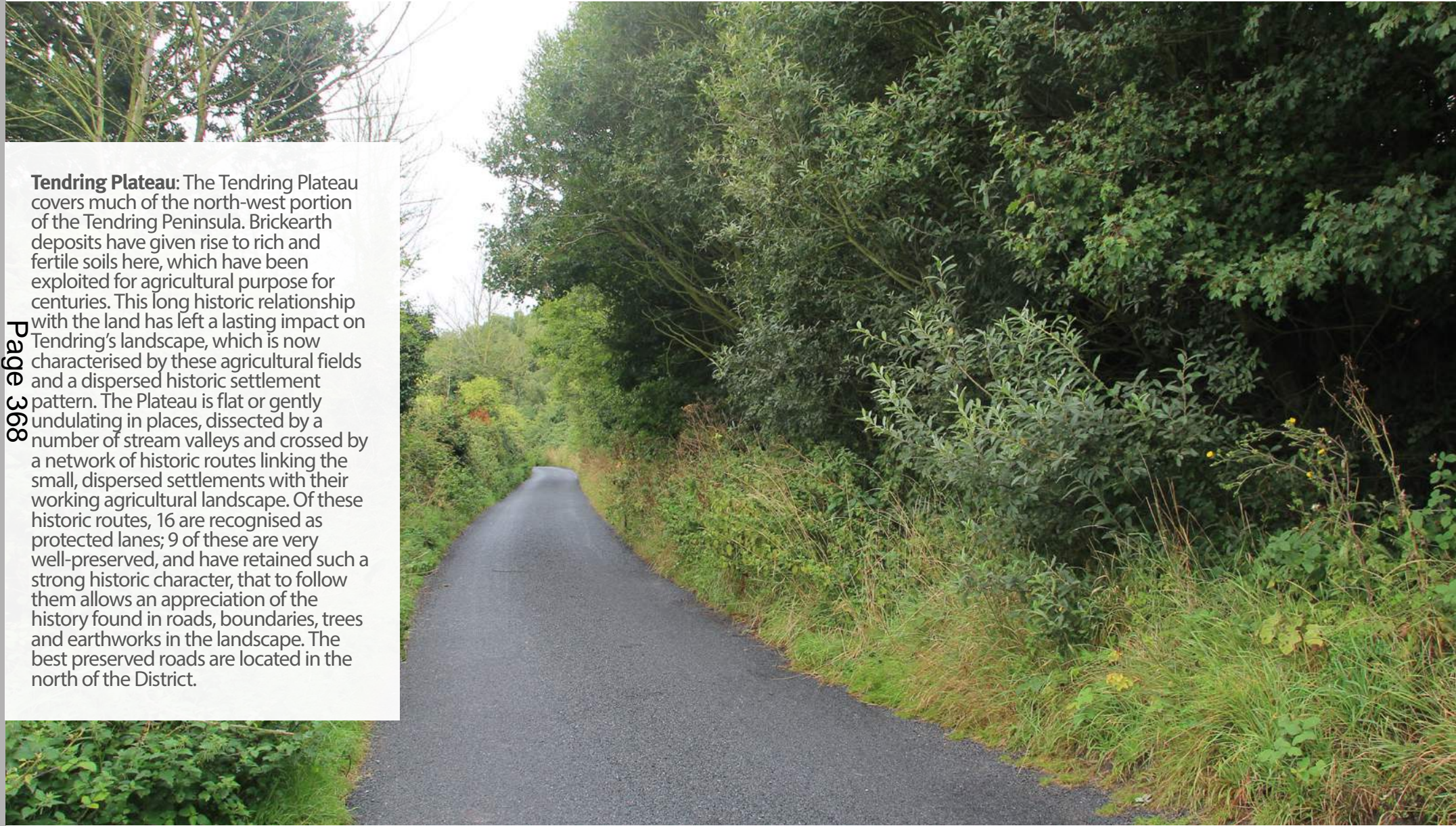
The District's flat and gently undulating plateau stretches across the mainland, made up of an open agrarian landscape. Historic villages are largely polyfocal and dispersed in character, compact and enclosed against the wide countryside vistas. The fieldscape here is predominantly of ancient origin irregular and regular fields, but there has been moderate loss of field boundaries since the 1950s.

Tendring's coastline curves from Harwich to Point Clear, scattered with historic coastal ports and towns, seaside resorts, holiday parks, and defensive structures. These are urban in character, and notable for their planned street patterns which are still discernible today.

The stretch of coast meets the Stour and Colne estuaries to the north and south respectively. These landscapes are celebrated for their tranquillity, beauty, and geological qualities with both estuaries being designated as nature reserves and Sites of Special Scientific Interest and the Stour set to become an Area of Outstanding Natural Beauty.



Map showing historic landscape character areas of the Historic Environment Characterisation Project



**Tendring Plateau:** The Tendring Plateau covers much of the north-west portion of the Tendring Peninsula. Brickearth deposits have given rise to rich and fertile soils here, which have been exploited for agricultural purpose for centuries. This long historic relationship with the land has left a lasting impact on Tendring's landscape, which is now characterised by these agricultural fields and a dispersed historic settlement pattern. The Plateau is flat or gently undulating in places, dissected by a number of stream valleys and crossed by a network of historic routes linking the small, dispersed settlements with their working agricultural landscape. Of these historic routes, 16 are recognised as protected lanes; 9 of these are very well-preserved, and have retained such a strong historic character, that to follow them allows an appreciation of the history found in roads, boundaries, trees and earthworks in the landscape. The best preserved roads are located in the north of the District.

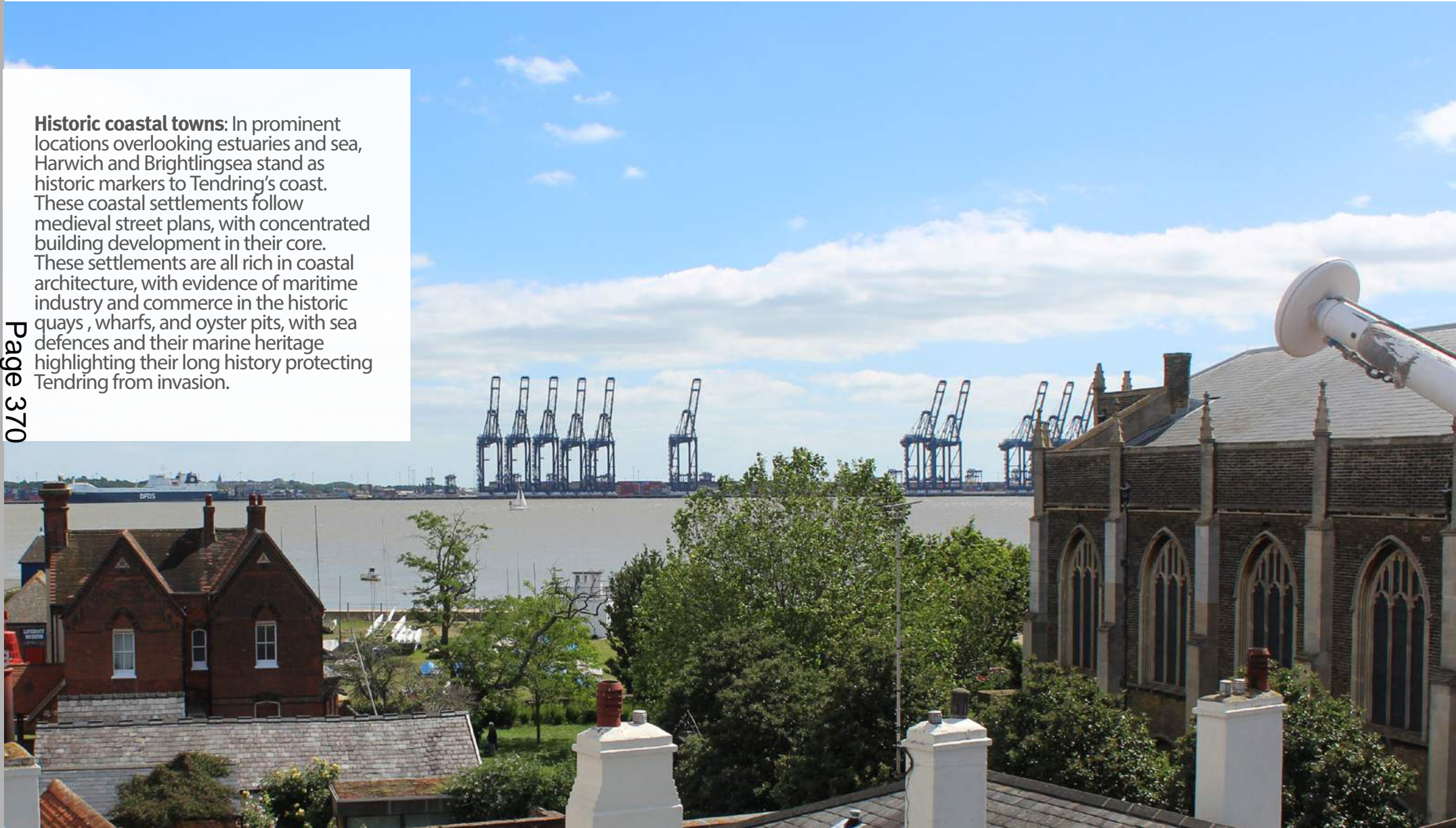
**Historic rural towns and villages:**

Settlements are scattered across inland Tendring. These are predominantly rural in character, although in contrast to the fields surrounding them. They follow historic street patterns, which are still discernible today. Most settlements tend to have formed in a linear pattern along the main routes, creating long winding villages often with small greens as focal points. Many of the settlements are polyfocal, meaning that they form clusters around more than one landmark within each village, for example a church, hall or village green. These settlements are fairly enclosed with buildings concentrated along main high streets.



**Historic coastal towns:** In prominent locations overlooking estuaries and sea, Harwich and Brightlingsea stand as historic markers to Tendring's coast. These coastal settlements follow medieval street plans, with concentrated building development in their core. These settlements are all rich in coastal architecture, with evidence of maritime industry and commerce in the historic quays, wharfs, and oyster pits, with sea defences and their marine heritage highlighting their long history protecting Tendring from invasion.

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**Seaside resorts:** Dotted along the coastline of Tendring are a series of seaside resorts. Most are nineteenth century in origin and full of characterful Victorian seaside architecture (Georgian in Manningtree). The towns follow a more geometric street plan, creating residential streets with long avenues and desirable views of the sea. These towns provided fashionable seaside retreats throughout the nineteenth century and continued to grow throughout the early twentieth century also. They are urban in character with a seaside vernacular with features such as piers, hotels, promenades and gardens catering to visitors and residents.





**Estuaries:** The estuaries are formed of marshland, saltmarshes, creeks, mudflats and marshland islands. They are distinct in character with wide uninterrupted views and a sense of isolation. The marshes and estuaries have been used throughout history as a key resource for agriculture, fishing and industry. The remains of these are still visible today. Sea walls, sinuous boundaries and drainage channels are a dominant landscape feature. The field boundaries comprise drainage channels, many of which wind the courses of the former creeks.

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**Parkland:** historic parks and gardens are not all that common across Tendring, but where they do exist, they are extensive and well preserved. Thorpe Hall and St Osyth's Priory are two significant examples of historic parkland, and both are Registered Parks and Gardens. Thorpe Hall has a shrub and water garden, predominantly laid out between 1913 and 1945 by Lady Byng, with formal and informal features including lawns, pools and lakes, rock garden, rose garden and sunken garden. St Osyth's Priory is formed of an extensive eighteenth century park, including water gardens within Nun's Wood, a hermitage and nineteenth century formal gardens set within sixteenth century garden walls beside the medieval priory complex.





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**Ancient Woodlands:** There are 52 areas of ancient woodland within Tendring. A particularly important cluster of ancient woodlands along the edge of the Stour Estuary in the north east corner of the District. Areas of former and surviving parkland can be found along the northern edge of the area, for example at Mistley Park, Furze Hill and Lawford Hall Park overlooking the Stour. Within Furze Hill sits the ancient oak tree, known as Old Knobbley, which dates from the thirteenth century. (Image Old Knobbley, <https://woodlandtrust.tumblr.com/>)

## Architecture and Design

Historic vernacular architecture across Tendring follows a similar pattern to that found within wider Essex. Timber framed buildings, with bright clay tile roofs predominate within the mainland, forming lively and dynamic views through historic streets. As development moved into the early modern period, brick became the favoured building material, with buildings of classical proportions and detailing. Tendring's buildings from this era were constructed in red brick, or painted in a light colour palette, and sometimes in stucco, with slate tile roofs. The most common material for churches is flint and pebble rubble, with knapped flint and flushwork, although uncommon across Essex, more prevalent in Tendring due to its Suffolk border and found as far south as St Osyth.





This house dates to the fifteenth century, with some sixteenth, seventeenth and later alterations and additions. It has retained its original roof structure, and once housed the Kings Head Public House in the late eighteenth century.

The identified features are prominent features of the building, and are typical of Essex's medieval vernacular.

Ancient House, Ardleigh (Grade II Listed)

This street scene is a virtually intact depiction of the planned eighteenth-century salt-water spa development by General Richard Rigby.

This row of Georgian terraced houses was constructed in the eighteenth century, with some later alterations and additions. They are characterful and painted in a typical seaside palette. Many have retained fine architectural detailing, such as their original six panelled doors.



Mistley High Street, Terrace of 8 Cottages (Grade II Listed)



Hadleigh Road, Frinton

This row of terraced housing is first shown on the OS Map of 1923. They are similar to earlier Georgian development in their strong sense of rhythm created through consistent chimneys, apertures, and front gardens with low enclosing walls.

The identified features are prominent features of the building, and are typical of Essex's late eighteenth and early nineteenth century vernacular.

Frinton-on-Sea developed as a seaside resort late in the nineteenth and early twentieth centuries. Development on the seafront and green was controlled by Sir Richard Powell-Cooper. This control, similar to Peter Bruff's in Clacton, allowed for the town to grow to a masterplan.

The Esplanade in particular is a fine example of Victorian splendour of seaside resorts, with the red brick buildings adorned with typical seaside architectural detailing.



The Clock Tower shelter and former Grand Hotel, Frinton

Church of St. Lawrence,  
Bradfield (Grade II Listed)

Thirteenth century nave  
and chancel, with cement  
rendered walls of rubble  
and red brick restoration to  
upper levels



Church of St. Mary, Lawford  
(Grade I Listed)

Fourteenth century nave  
and chancel, built in flint,  
rubble, septaria and brick,  
limestone dressings, red  
tiled roof with diamond  
patterning and pierced  
ridge tiles



Church of St. Mary, Ardleigh  
(Grade II\* Listed)

Fourteenth century west bay of  
Nave, with fifteenth century West  
Tower and South Porch,  
constructed in flint, rubble,  
septaria, Roman brick,  
puddingstone and with dressings  
of brick and limestone

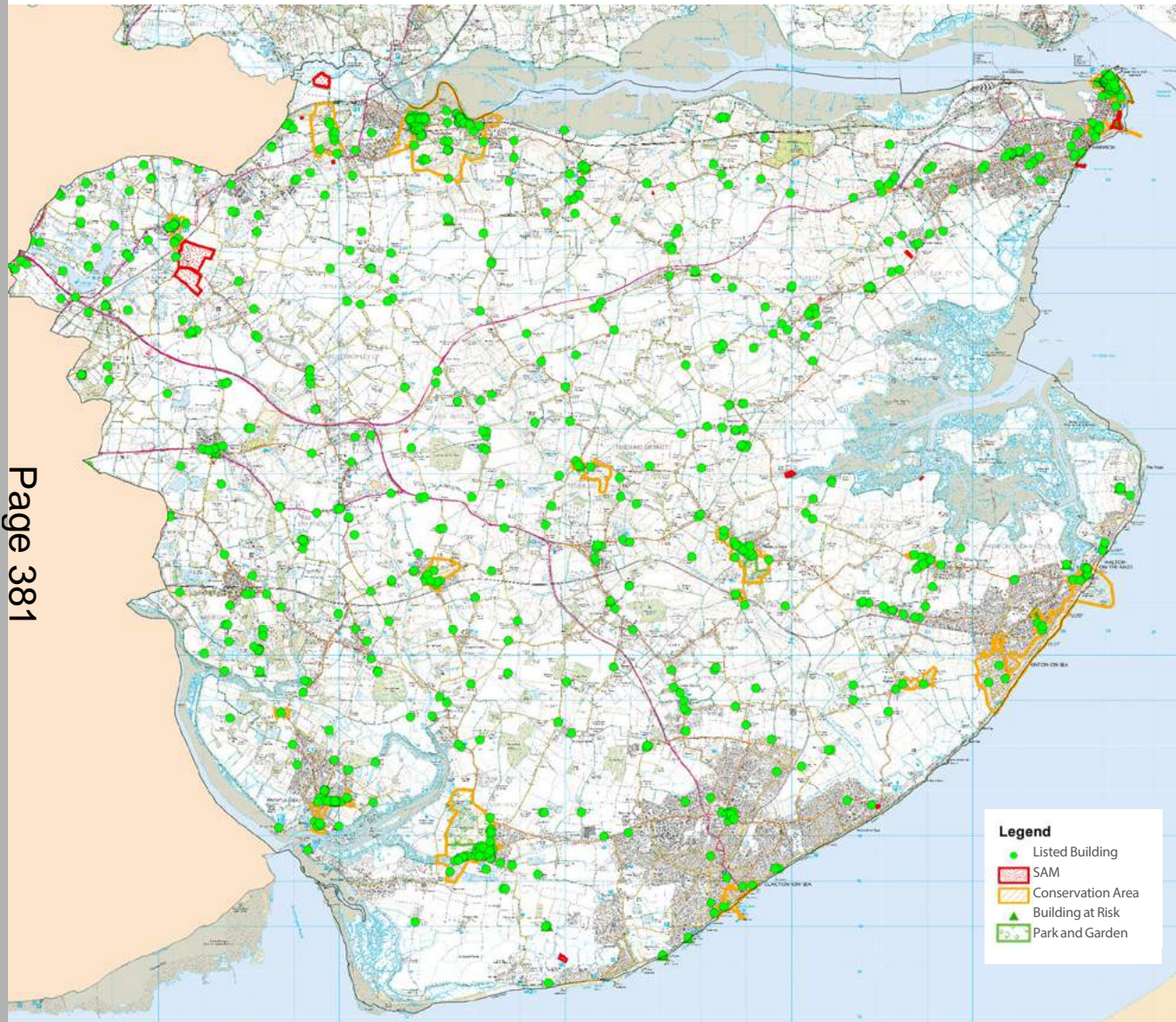


Ruins of Church of St. Peter, Alresford  
(Grade II Listed and Scheduled Mon)

Thirteenth century origin, with  
plastered rubble walls, Roman brick  
and tile quoins, and stone dressings.  
The church was destroyed by fire in  
1971, and is now roofless, its stone  
pinkened by fire damage







## Heritage Assets

### Designated Heritage Assets

Tendring comprises a countryside and coastal landscape containing a rich variety of historic buildings, structures and features. Heritage assets can include buildings, monuments, sites, places, areas or landscapes which are identified as having a degree of significance.

They include designated Listed Buildings, Scheduled Monuments, Registered Parks and Gardens and Conservation Areas, and those recognised at a local level, known as non-designated heritage assets. These assets are irreplaceable; together they give Tendring its unique character and have a powerful impact on peoples' sense of identity and community.

Across the district, there are:

**970 Listed Buildings.** Listed Buildings are buildings and structures recognised as being of special historic and architectural interest and are designated by the Secretary of State for the Digital, Culture, Media and Sport following the recommendations of Historic England. Within Tendring District **19** are listed at Grade I due to their exceptional interest, and **45** are listed at Grade II\*. Only the top 2.5% of listed buildings are Grade I and within Tendring these range from well preserved medieval churches including the fourteenth century Church of St Mary in Lawford to medieval houses, such as the fifteenth century Jacobes Hall in Brightlingsea .

**27 Scheduled Monuments (SMs).** Scheduling is the selection of nationally important archaeological sites. These sites are not always ancient, or visible above ground, and can include below-ground remains as well as standing buildings. As with Listed Buildings, recommendations are made by Historic England to the Secretary of State for Digital, Culture, Media and Sport for the addition of sites or monuments to the schedule. Within Tendring, the SMs are representative of the unique heritage of the District and range from the Georgian Mistley Towers to a Neolithic settlement in Lawford, and from early nineteenth century defensive Martello Towers to lighthouses.

**3 Registered Parks and Gardens.** Historic England identifies parks and gardens of particular historic significance by adding them to the 'Register of Historic Parks and Gardens of special historic interest in England'. There are **3** Grade II Registered Parks and Gardens in Tendring. St Osyth's Priory is monastic in origin, and has retained elements of its ecclesiastical past within its phased designed landscape. Thorpe Hall Gardens retain the features designed by Lady Byng in the early twentieth century, and are now regarded for their 'wild' landscaping, with shrub and water gardens developed from 1913 onwards.





Clacton Seafront Garden, masterplanned by Peter Bruff in 1871, was created as a pleasure ground for visitors to the new seaside resort; it comprises of five separately designed gardens on the seafront, including the War Memorial Garden, Rose Garden, 1920s Sunken Garden, Mediterranean Garden and Sensory Garden.

**20 Conservation Areas.** Conservation areas are designated by local planning authorities in recognition of an area's special architectural and historic interest. Throughout Tendring these are areas of special interest with a character and appearance which is desirable to preserve or enhance. Among them are the seaside towns of Walton, Frinton-on-Sea, Clacton Seafront, Harwich and Dovercourt and historic settlements of Ardleigh, Tendring, Manningtree, Thorpe-le-Soken and St Osyth.

Along with its heritage designations, Tendring also has a number of Sites of Special Scientific Interest (SSSIs), **8** of which are noted as being geological SSSIs and a further one adjoining with its boundary. Tendring's geology is hugely significant to its heritage, as it contains the earliest evidence for humans in Essex and is the basis of the District's rich agricultural land that attracted some of the country's earliest agricultural communities and which continues to sustain Tendring's rural economy. This is a high number for such a small area, which testifies to the District's importance. The Red Crag deposits exposed in the cliffs at Walton-on-the-Naze are internationally recognised as providing valuable evidence of climatic deterioration at the beginning of the Ice Age.

## Heritage at Risk

The Heritage at Risk Programme (HAR) run by Historic England provides an understanding of the overall state of historic sites across the country. The HAR Register identifies sites that are at most risk of being lost as a result of neglect, decay or inappropriate development and is updated by Historic England every year. The Historic England HAR Register assesses Grade I and II\* Listed Buildings and Grade II listed places of worship, Scheduled Monuments, Registered Parks and Gardens and Conservation Areas. Grade II listed buildings and unlisted buildings within conservation areas are included on local or regional HAR Registers where these exist. Within Essex, the Register dates from 2013, however the Action Plan identifies the need to update the at Risk Register, as it is considered to now be out of date.

The following buildings, structures or sites are included on the HAR Register:

- Clacton Seafront Conservation Area
- Dovercourt Conservation Area
- St Osyth Conservation Area
- Thorpe-le-Soken Conservation Area
- Thorpe-le-Soken Station and Maltings Conservation Area
- Church of St Michael, Frinton and Walton (Grade II\*)
- Crop mark site south of Ardleigh (SM)
- Beacon Hill Fort, Harwich (SM)
- Spring Valley Mill, Ardleigh (Grade II\*)
- Martello K, Kirby Road, Walton-on-the-Naze (SM)
- Martello Tower D, Hastings Avenue, Clacton-on-Sea (SM)
- Martello Tower E, Clacton-on-Sea (SM)
- St Osyth's Priory (SM)

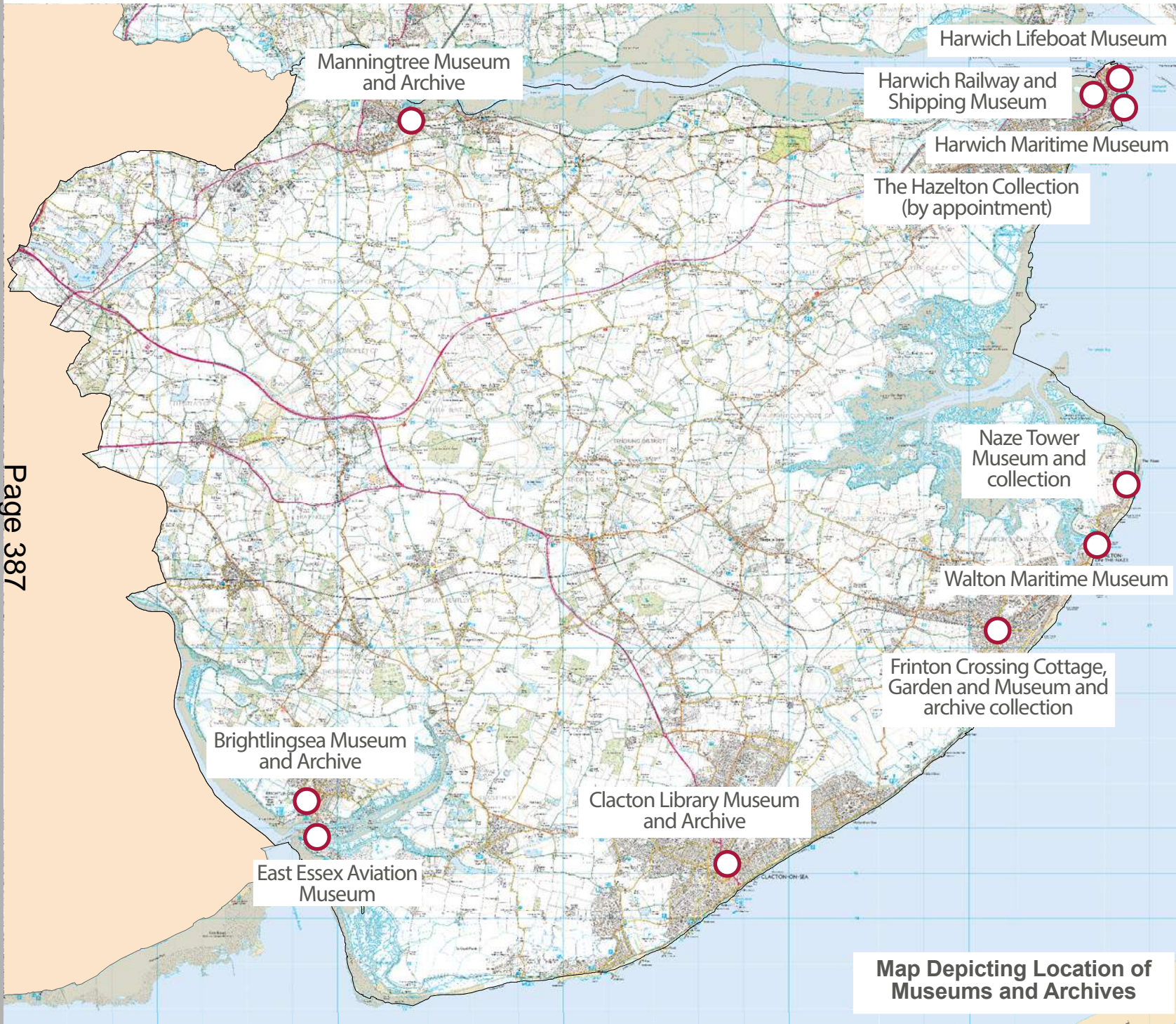
The following buildings and structures are included on the Essex HAR Register (2013):

- Collierswood Farmhouse Barn, Off Clacton Road, Ardleigh (Grade II)
- Plumpton's Farmhouse, Ford Lane, Alresford (Grade II)
- 41- 43 High Street, Brightlingsea (Grade II)
- Former Masonic Lodge and Flats, Central Avenue, Frinton (unlisted building in conservation area)
- Pound Farmhouse, Main Road, Dovercourt (Grade II)
- 1, 12 & 13 Orwell Terrace, Dovercourt (Grade II)
- Elmstead Market Post Office, Colchester Road, Elmstead Market (Grade II)
- Great Oakley Hall Barn, Harwich Rd, Great Oakley (Grade II)
- Train Ferry Berth Gantry, George Street, Harwich (Grade II)
- Shirburn Mill, Mill Hill, Lawford (Grade II)
- 33 South Street, Manningtree (Grade II)
- Malting No. 1 High Street, Mistley (unused section) (Grade II)
- Barn 40m south of Dickley Hall, off Clacton Road, Mistley (Grade II)
- Cockett Wick Farmhouse, St. Osyth (Grade II)
- Telephone Kiosk (K6), St. Osyth (Grade II)
- Bailiff's Cottage, St Osyth's Priory, St. Osyth
- St Osyth's Priory Registered Park and Garden, Bury Road, St. Osyth
- Former King Edward VII Public House, near railway station Thorpe-le-Soken (unlisted building in conservation area)
- Railway Maltings, Station Road, Thorpe-le-Soken (Grade II)
- 17-23 Newgate Street, Walton-on-the-Naze (unlisted building in conservation area)
- Pier Hotel, Walton-on-the-Naze (unlisted building in conservation area)
- 42 The Parade, Walton-on-the-Naze (Grade II)
- Barn north-east of Walton Hall, Walton-on-the-Naze (Grade II)
- Barn north of Walton Hall, Walton-on-the-Naze (Grade II)
- The White Hart Inn, Wix (Grade II)
- Wrabness Hall Barn, Wrabness Hall, Wrabness (Grade II)



**Underpinning Tendring's Heritage**

**Behind the heritage of  
Tendring are people and  
groups who dedicate their  
time to research, management  
and promotion of the cultural  
landscape.**



As well as these local museums, archives and collections, The Essex Record Office and the Historic Environment Record at county level, which contain a wealth of information and records on Tendring's history.

## Societies and Groups

Across Tendring are a huge range of societies and groups dedicated to celebrating and promoting the heritage of their county:



Clacton and District Local History Society - The Clacton and District Local History Society was formed in 1985 to research, record and promote the history of Clacton and District. The group care for the museum in Clacton Library, and meet monthly with a programme of speakers. They have undertaken a range of research projects in Clacton's heritage, and administer a website full of digitised resources.



East Essex Aviation Society – The society is housed in the historic Martello Tower at Point Clear, where they have been based since it opened in the summer of 1986. This Tower is one of the few Martello Towers open to the public along the Essex coast.

**Frinton & Walton  
Heritage Trust**



Frinton and Walton Heritage Trust - Established in 1984, the Frinton and Walton Heritage Trust act as a hub for historical knowledge of the local area, and maintain archives, artefacts and exhibits which are open to the public and reveal the story of Frinton and Walton. The group care for collections at Crossing Cottage in Frinton and the Walton Maritime Museum in Walton. Having published historical guides to Frinton-on-Sea, they are active in research. They also arrange regular trips on the James Stevens No. 14 Lifeboat, the oldest surviving motor lifeboat in existence.



Walton Community Forum – The forum were established in 2001 to promote the town of Walton and contribute to tourism, trade, and understanding of the town. Funding from EEDA and match funding from partners including Essex County Council, English Heritage, Tendring District Council, Frinton and Walton Town Council, enables the group to deliver a range of projects benefiting the town of Walton.



The Harwich Society – The Harwich Society is a well-established group with over 2,000 members. Founded in 1969, the group have developed to cover a wealth of heritage within Harwich, and several subgroups in the Society have branched out to care for particular areas such as trees, footpaths, and guiding. The Society produces a quarterly magazine, maintain the Maritime Trail, organise monthly meetings with visiting speakers for all members, and social events are regularly held, aimed at locals and visitors from Essex, England, and beyond.





Friends of Jaywick Martello Tower – After the Jaywick Martello Tower opened in 2005, it has been supported by the local community, and a dedicated group of core volunteers, 'The Friends of Jaywick Martello Tower'. The Friends support the Tower in opening it for the public, in interpretation, organising and maintaining exhibitions, events and workshops. The Friends of Jaywick Martello Tower help to promote the Tower as a community venue and attraction and support Essex County Council in the Towers management and sustainability.



Manningtree Local History Group – The Manningtree Local History Group runs a small museum and archive of local photographs, publications and historical information, based in Manningtree Library. The group host local history talks which are held every other month. They orchestrate the Manningtree Town History Trail, Rigby Ramble historical walk around Mistley, and have undertaken research into Matthew Hopkins and Tye Henge.



Harwich and Dovercourt – This group maintain a website of digital resources for local people to share memories and old photographs of the area. The group also provides a sound archive of oral history interviews, organise heritage events, and hold an annual summer carnival.



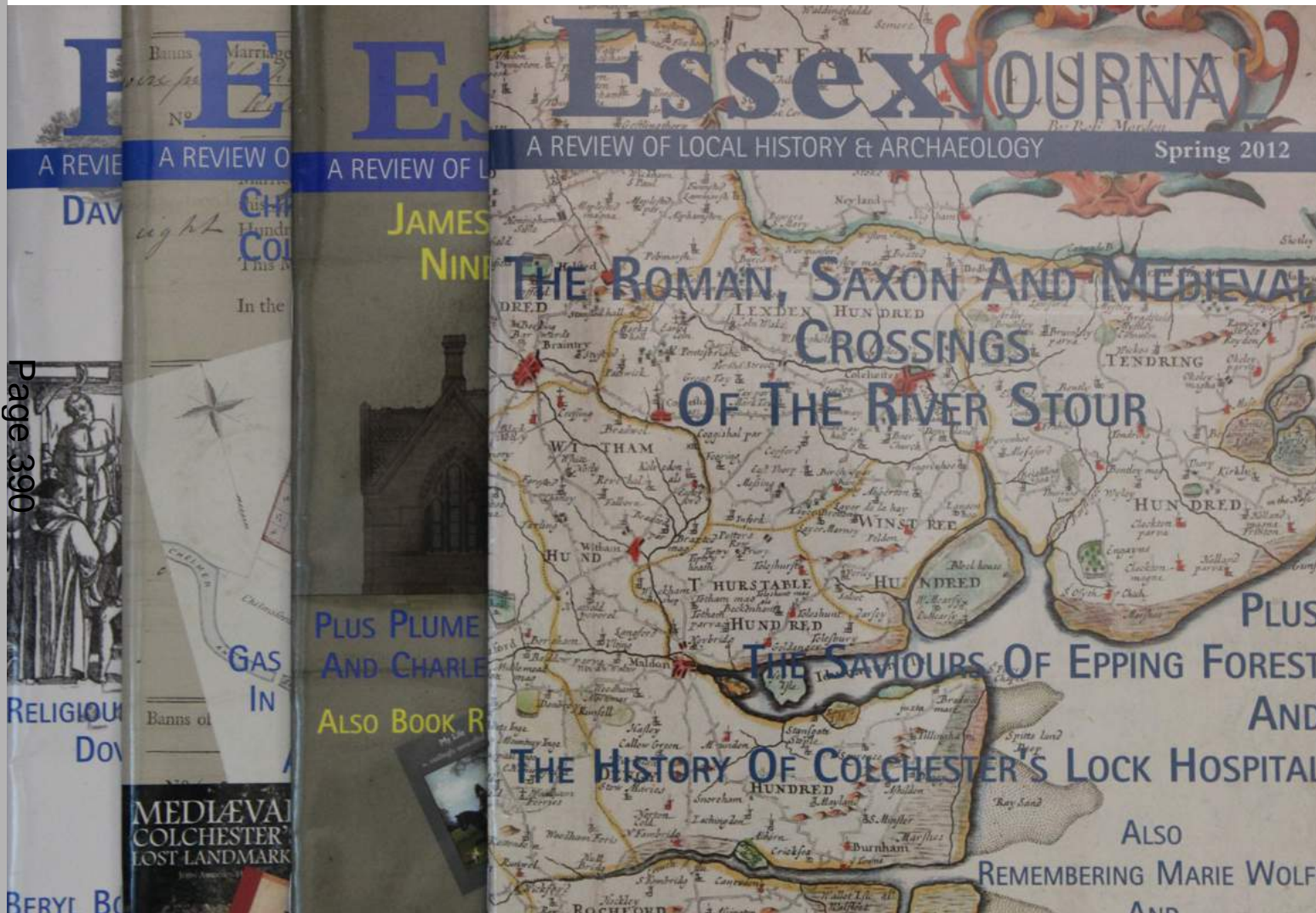
Harwich Festival – This annual festival brings a range of cultural and heritage events and activities to Harwich during a week of festivity. Music, dance, poetry, art exhibitions, and local competitions are held throughout the week, with roots in the maritime heritage of Harwich. The group also produces a newsletter, alongside organising the festival.



University 3rd Age (Tendring). The U3A Tendring covers Clacton, Frinton, Walton and nearby villages on the Tendring peninsular, with over 500 members. There are a range of groups within the U3A including two family history research groups, garden visits, church visits, a history group, and a geology group. These groups meet regularly to undertake research, attend talks and meet to discuss these components of Tendring's heritage.



Victoria County History – across the county, dedicated volunteers are researching the histories of their towns for the VCH. In 2002, VCH Essex established a project which aimed to support people in Clacton as they compiled their own history of the town during WWII. Volunteers were drawn from the Clacton and District Local History Society to begin, and financial support was established from the VCH Essex Appeal Fund and the VCH Trust. The group have successfully published "Clacton at War, 1939-1945", and are currently undertaking research into Harwich's historic core.



A wider network of specialist groups across Essex also undertake research into Tendring's past and promote its heritage. These groups include:

- Essex Society for Archaeology and History
- Essex Industrial Archaeology Group
- The Essex Society for Family History
- Essex Historic Buildings Group

## Tourism and Attractions

Tendring benefits from a range of attractions, which together promote its history and heritage. These include tangible heritage attractions, such as towers, lighthouses and piers, as well as the intangible qualities which connect people to Tendring, such as festivals and cultural events.

### Navigational

#### Naze Tower

Naze Tower is an historic landmark situated on the cliffs at Walton-on-the-Naze. The navigational tower was constructed in the eighteenth century. It is set over eight floors and houses an art gallery, museum, green roof tea rooms and a roof viewing platform with panoramic views. The cliffs which surround the tower are known for the fossils uncovered within them, rich wildlife and tumultuous relationship with the sea. There are walking trails which have recently been established around the site, allowing visitors to walk the cliff top, head down to the beach or follow the public footpath along the sea wall around to Walton Backwaters, a National Nature Reserve and a RAMSAR site, which is internationally important as a wetland for birds.

#### Harwich Low Lighthouse Museum

The Low Lighthouse was built in 1818 to replace an earlier wooden structure, which dated from the late seventeenth century. The lighthouse is now the town's Maritime Museum.

#### Harwich High Lighthouse

The High Lighthouse was built in 1818 to replace a light over the Town Gate. It shares a close relationship with the Low Lighthouse and both were used to guide vessels for navigation into the harbour. The Lighthouse was decommissioned in 1862. It now houses a museum of local interest and marks the end point of the Essex Way.



Harwich High Lighthouse



## Piers

### Ha'penny Pier

The Ha'penny Pier attracts thousands of visitors to Harwich each year and is unique as one of the UK's only surviving wooden working piers. The name of this pier originates from the ½d (half an old penny) toll which was once charged. First opened in July 1853, the pier was a popular departure point for paddle steamers until after the First World War.

### Clacton Pier

Clacton's pier first opened in 1871, and served as a landing point and promenade for Victorian society. The pier is still a much loved focal point of the town and operates as a popular attraction for visitors to Clacton with arcades and rides lining the pier.

### Walton Pier

Walton pier was originally built in the 1870s, but was damaged by fire in the 1940s and later restored. The pier is now home to a large undercover amusement arcade and bowling centre. Fairground rides and a rail-less train transports passengers to the pier-head, where they are able to fish.

## Military and Maritime

### Harwich Redoubt Fort

An extremely impressive 180ft diameter circular fort, built in 1808 to defend the port of Harwich against a Napoleonic invasion. This is a well maintained visitor attraction, with ten guns in-situ on the battlements and eighteen casements below, which would have housed 300 troops in siege conditions.

### Harwich Beacon Hill Fort

This site has been utilised as a strategic defence for hundreds of years, with the existing structures dating from the nineteenth century. After falling into decay over the last 60 years, it has recently been taken on by a non-profit venture and volunteer team, made up of members of the local community, with a long term vision to become a Trust owned by the people of Harwich. The team have created a new website and digital presence for the site, sharing progress of its restoration, and promoting it as a 'beauty that has been hidden for a generation'.

### Jaywick Martello Tower

This tower forms part of the Napoleonic defensive line which stretch across the coast of Tendring. Jaywick's tower has recently been renovated and now functions as an arts, heritage and community venue, with exhibitions, talks and events held regularly.

### The LV18

This ex-Trinity House vessel LV18 is the last surviving example of a manned light vessel in British waters. It has recently been restored to a high standard of authenticity, and now has a permanent home in the Harwich Quay. It is owned by The Pharos Trust and hosts events, exhibitions and shanty singing.



Harwich Redoubt Reconstruction (ECC)



Internal View of a Martello Tower (ECC)



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Mayflower Sculpture Hanman Murphy, (image <https://www.bbc.co.uk/news/uk-england-essex-47311852>)

## Arts and Culture

### Harwich Mayflower Heritage Centre

The Harwich Mayflower Heritage Centre is a project which embodies a range of heritage to commemorate the story of the Mayflower for its 400th Anniversary. This is an event of national and international importance and one which Harwich is proud to celebrate. As home port of the Mayflower and its captain, Captain Christopher Jones, the Harwich Mayflower Heritage Centre has been established as a legacy for Essex. Local, national and international partners are involved with the project, sharing in its story and the interpretation of this pioneering voyage of 1620. Alongside the project, Christopher Jones' House, on Kings Head Street, Harwich, will be opening in 2020.

### Harwich Arts and Heritage Centre

The Harwich Festival is an annual festival celebrating the heritage and culture of Harwich. It encourages community involvement, engaging local people to contribute in competitions, exhibitions and events, while welcoming visitors from Essex, England and abroad to join in the cultural heritage festivities of Harwich.

### Electric Palace Cinema

This cinema, built in 1911, is one of the oldest unaltered purpose-built cinemas in Britain. It is currently undergoing a major refurbishment project, to restore it to its former glory and provide a flexible space for the community.

## Heritage Inspiring Art

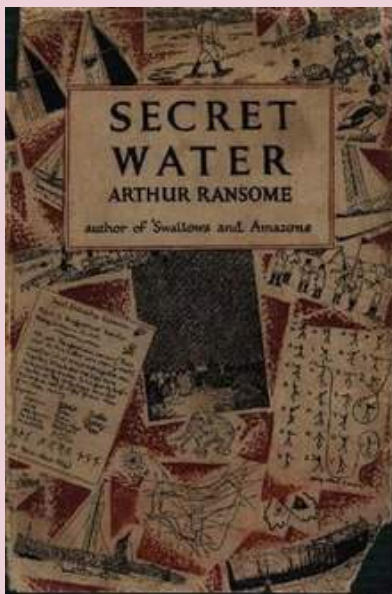
Tendring's unique and varied heritage and its characterful landscapes have inspired the work of artists, architects and authors over the centuries.



A House for Essex is designed by FAT Architecture and Grayson Perry. It is both an artwork in itself and the setting for a number of works by Perry exploring the special character and unique qualities of Essex. The building has been designed to evoke the tradition of wayside and pilgrimage chapels. (Image by Keith Evans released under Creative Commons Licence <https://www.geograph.org.uk/photo/4471511>)



The northern estuary of Tendring is located on the outskirts of Constable Country, a swathe of landscape through the Stour Valley and Dedham Vale which inspired eighteenth century English landscape painter John Constable. This cherished landscape is known for its beauty and vast skies, and draws visitors and walkers to this day. Constable himself claimed that "those scenes [on the banks of the Stour] made me a painter".



Arthur Ransome's eighth book in his Swallows and Amazons series, Secret Water, is set in and around Hamford Water. The salt marshes form the setting to this story and the landscape inspires adventure.



Constable, Harwich Lighthouse, 1820, Tate N01276 digital image © Tate released under Creative Commons CC-BY-NC-ND (3.0 Unported)

## Industrial

### Harwich Treadwheel Crane

The Harwich Treadmill Crane is a unique attraction, being the earliest surviving example of this type of structure in England. It is now the only remaining visible element of the seventeenth century naval dockyards of Harwich. The crane has been relocated, but still holds a relevance to its current dockyard setting and is a feature on the well-established Harwich Maritime Heritage Trail.

### Thorrington Tide Mill

A mill has stood at this site since the seventeenth century, with the existing mill built in 1832. Thorrington Mill would have produced the finest grade white flour, with high quality mill stones and the flour would have been used locally, as well as further afield, with small vessels such as barges docking next to the mill to take goods for export. The mill continued working until 1926 and is now open to the public through group bookings and a feature of local walks.



Thorrington Tide Mill (image <http://www.visitparks.co.uk/places/thorrington-tide-mill/>)





Oliver Hill's Modern Movement Housing, Frinton

## Built Heritage

### Frinton Crossing Cottage, Garden and Museum

This small museum is home to a selection of artefacts and archive material, which tell the story of the local area. It is situated within a well-maintained cottage garden, with information boards and a wealth of wildlife to be found in the hidden gem of a garden set alongside a busy crossroad. In 2009 a railway signal box was moved into the Garden and is now an exhibit space.

### Frinton Modern Movement Housing

Frinton is home to the largest grouping of individually designed Modernist housing in the country, masterplanned by architect Oliver Hill. Although Hill's full plan was never fully realised, this area is home to a unique and striking collection of modern movement houses, which attract visitors to tailored guided walks and tours. The buildings are also featured in Radical Essex, a project set up to 're-examine the history of the county in relation to radicalism in thought, lifestyle, politics and architecture'.

### Mistley Towers

This English Heritage site includes the two porticoed classical towers, which once stood at each end of an impressive Georgian church designed by Robert Adam in 1776. The towers now stand in isolation after the removal of the church.

## Ancient Woodlands

### Old Knobbley

This thirteenth-century oak tree within the ancient woodland in Furze Hill, is a well-loved attraction of Tendring. Nominated for 'Tree of the Year', this tree is a unique and remarkable oak with its own facebook page and a history rich in local folklore.

### Tourism Groups

#### Essex Sunshine Coast

The Essex Sunshine Coast is 'Tendring District's Official Tourist Website', acting as a digital hub of information on Tendring, including heritage open days, attractions, societies, trails and news.

#### Tendring Coastal Heritage 'Resorting to the Coast'

Resorting to the Coast is a Heritage Lottery Funded and Essex County Council project, supported by Tendring District Council. Its aim is to celebrate and share the seaside heritage of Tendring, 'bringing it together under one parasol'. The website is run by volunteers and provides a large collection of historical material, including photos, old documents and memories of local people.

#### Harwich and Dovercourt Tourism Group

The Harwich and Dovercourt Tourism Group work to promote the rich history of Harwich through a programme of heritage and cultural events, festivals, activities, walking, and cycling. The group has been working on plans for the Mayflower 400 event since 2015, to promote the anniversary and maximise on the tourism opportunities it brings. They have recently produced a leaflet, available on Harwich Town Council's website, guiding visitors to places of special interest in the Harwich and Dovercourt region.



Beach Huts, Frinton

## Part 2 – Heritage Strategy Action Plan

“Heritage anchors people to their roots, builds self-esteem, and restores dignity. Identity matters to all vibrant cities and all people. In other words, the past can become a foundation for the future.”  
(Rachel Kyte, Vice President, Sustainable Development Network, The World Bank in G Licciardi, 2012) Heritage Counts 2018

This Action Plan builds on the findings of Part 1 to create a strategy tailored to Tendring’s unique heritage. Forming a robust and achievable action plan is an important part of the Strategy, as this will allow for opportunities to be identified and support to be directed to those places and communities that need it most. This section can be updated independently of the baseline to respond to arising needs, and to allow the Action Plan to be revised and progressed.

Part 2 of this Strategy has been created by following the below model:

1 Identify key themes within Tendring

2 Prioritise issues to identify objectives

3 Create a positive Action Plan

The processes behind the delivery of the Heritage Strategy and Action Plan will predominantly be steered by Tendring District Council, who led in the delivery of this document. Through future engagement and understanding of issues which face local communities, it is envisaged that many actions will arise from public consultation and be undertaken in partnership with local communities. It is the Council’s aim to provide a platform for collaborative working and this is particularly important to heritage, as the historic environment is a shared resource valued in different ways by all. Open communication between all those who are engaged in Tendring’s heritage will help to identify the unique character of the District, protect and promote its heritage, and support its sustainable growth.

### Identify Key Themes

Key themes which impact heritage have been identified based on national policy and guidance, the findings of Part 1 and review of the following existing documents and strategies.

- Tendring Local Plan (2007)
- Tendring Historic Characterisation Report (ECC, 2008)
- Heritage at Risk (ECC 2013)
- Heritage at Risk (Historic England)
- Tendring Economic Strategy 2019-24 (Draft Report)
- Corporate Plan 2016 – 2020 (Tendring District Council)
- Tendring Geodiversity Report (ECC, 2009)
- The Seaside Heritage Report (Historic England and ECC, 2012)

A full bibliography is included in Appendix 2.

Care has been taken to ensure that the outputs of this Heritage Strategy work alongside local and national policies, including Historic England’s Corporate Plan 2019-2022 and The National Lottery Heritage Fund Strategic Funding Framework 2019-2014, delivering against these as well as recognised guidance. It provides a baseline of key heritage themes and areas for opportunity within the District, as well as a robust methodology for future work and research into Tendring’s heritage. As further actions are identified, the methodology of this strategy can be followed to ensure that they are well considered and contribute towards the wider strategic aims of the Council and local community.

These themes identified encompass a range of issues and opportunities which relate to physical and intangible heritage. They work together to contribute to the idea of heritage, and future actions and management may need to consider some or all of these themes to ensure that Tendring’s heritage is protected, sustainable and continues to develop as a resource.



Key themes are:

### **Conservation**

This covers the physical conservation of the historic built environment. This includes the sustainable management of all sites, monuments, buildings and landscapes and all aspects of their repair and maintenance. Conservation allows for the preservation and protection of heritage values, or significance, and its future management.

### **Collaboration: Partnership Working**

Partnership working is key to understanding what is valued about heritage and the ability to effectively protect and promote it. All heritage assets and artefacts are valued by a range of communities and impact people's enjoyment of the environment. By supporting collaboration between communities, stakeholders and all those engaged in heritage, the elements which are highly valued can be better understood and protected.

### **Knowledge**

Without understanding what is valued or important about a heritage asset, it is impossible to demonstrate its importance and what is significant about it. Developing knowledge of the historic environment through new research projects, by providing training and by sharing what is already known with wider audiences can change people's perceptions and enhance their appreciation of heritage. It can also help to raise the profile of heritage and support important databases such as the Historic Environment Record, Historic England's 'enrich the list' project and local lists of assets of local significance.

### **Character and Identity**

Heritage connects people with places, whether this is where they live, work or visit. Landmark buildings and features act as focal points in the landscape, marking routes to a certain place or reminding people of the familiarity of home. This intangible quality is integral to sustaining and promoting the enjoyment and appreciation of Tendring's heritage. Understanding the unique character of Tendring will create a strong identity for those who live in the District and can attract visitors and newcomers who wish to experience it.

### **Interpretation: Engage and promote**

Methods of communication impact how heritage is perceived and protected. It is important to consider who to engage and how, as heritage can mean different things to different people and communities. Social media, leaflets, illustrated maps, websites, signage, emails, photographs and literature are some of the many mediums which can be used to promote heritage and enhance engagement.

### **Accessibility**

Assessing and improving accessibility across heritage sites and assets can help to include those who may otherwise feel marginalised or unwelcome. Improving access to historic buildings and landscapes can cover physical access but also elements such as signage, lighting, use of language and health and safety management. Making positive changes while working within wider principles of conservation can have a huge impact on visitor experience and encourage new audiences to enjoy and celebrate heritage sites.

## Priority Issues: Risks and Threats

Whilst the sustainable management of heritage can be proactive in approach, as funding in the sector becomes increasingly scarce it is more often the case that responses to the conservation and enhancement of the historic environment is reactive. Focus on the historic environment stems from a sense of vulnerability and risk which inspires action, as it is an irreplaceable resource and once it is lost it cannot be replaced. This section identifies the more immediate risks and threats to Tendring's Heritage. Some of Historic England's Guidance has been consulted, including: Stopping the Rot, Vacant Historic Buildings, Heritage at Risk and Conservation Principles .

### Heritage at Risk

Historic England has identified 13 heritage sites at risk within Tendring, including conservation areas, buildings and sites: Clacton Seafront Conservation Area; Dovercourt Conservation Area; St Osyth Conservation Area; Thorpe-le-Soken Conservation Area; Thorpe-le-Soken Station and Maltings Conservation Area; Church of St Michael, Frinton and Walton (Grade II\*); Crop mark site south of Ardleigh (SM); Beacon Hill Fort, Harwich (SM); Spring Valley Mill, Ardleigh (Grade II\*); Martello K, Kirby Road, Walton-on-the-Naze (SM); Martello Tower D, Hastings Avenue, Clacton-on-Sea (SM); Martello Tower E, Clacton-on-Sea (SM); and St Osyth's Priory (SM).

These assets are included due to their poor or deteriorating state of repair and the threat of further damage, impacting on their significance. The only way to mitigate this risk is to repair the damage, restore the asset and find a viable future use. In 2018, Historic England spent a total of £1,378,449 in grants across the East of England to help some of the region's best loved and most important historic sites.<sup>1</sup> Without intervention, these sites will deteriorate further, harming the significance of heritage assets and affecting the quality and character of the historic environment.

Naze Tower has been noted on the Historic England "20 Years of the Heritage at Risk Register in the East of England" website, which celebrates good examples of heritage rescues and highlights effective conservation and restoration of Heritage at Risk. Naze Tower is a well-loved visitor attraction the structure of which is now secured following structural repairs and repointing. This demonstrates that 'at risk' status is not permanent and through careful management and action these assets can be conserved or restored.

The Essex Heritage at Risk Register (2013) identifies grade II listed buildings at risk; this register, however, is considered to be out of date and in need of updating to assess the current condition of these buildings.

<sup>1</sup> <https://historicengland.org.uk/whats-new/in-your-area/east-of-england/heritage-at-risk-revealed/#20Years>



Thorpe-le-Soken Maltings



Vacant building in Clacton Seafront Conservation Area

### **Vacant historic buildings**

Vacant buildings are a key threat to heritage, as a vacant historic building deteriorates far more rapidly than a building in use. This can have a negative impact not only on the fabric of the building, but also its surroundings. Clacton's conservation area and town centre have been assessed frequently to ascertain the number of vacant plots within them, and the impact that this has on the character of the area, local economy, and fabric of the buildings. Between 2014 and 2018 the number of vacant plots in the town centre has ranged from 9.7% to 2.8%; many of these fall within the conservation area and are historic buildings. Vacant plots have not only discouraged footfall and contributed to economic decline within the town, but can also lead to lack of maintenance and damage to architectural features of significance.

### **Heritage Crime**

Heritage assets are, unfortunately, vulnerable to crime. Tendring is not alone in facing this threat, and there is not a great deal of regional variation to the pattern and nature of incidents with English Heritage's figures on heritage crime across England ranging from 14.1% of crimes (London region) to 20.3% (North region). Churches are particularly vulnerable to theft of high value lead. Listed churches and other religious buildings are the most at risk, with about 3 in 8 (37.5%) being damaged by crime last year.

### **Disengagement**

The historic environment and cultural landscape is a diverse and ever-changing resource for all to enjoy. Without reaching wider communities, there is potential for heritage to be undervalued or misinterpreted by those who are living and working with and around it every day. Without being understood and appreciated for

the unique benefits it brings, there is a risk of it being lost. The British Council's Cultural Heritage for Inclusive Growth (2018) report shows that in order to sustainably grow and benefit all, cultural heritage should be:

- **Inclusive:** By learning and understanding more about their heritage, people are able to value and appreciate it more, increasing their human capital, and contributing to greater social and economic benefit.
- **Participatory:** Looking to those closest to their heritage (whether geographically, historically, culturally or professionally) to play an active role in the inclusive growth of their environment. With more access, skills and opportunities, local communities participate in the planning, management and protection of their heritage, to increase inclusive and sustainable opportunities for economic growth.
- **Sustainable:** A bottom-up rather than top-down ethos aims to benefit people more directly, by strengthening relationships within communities to foster local ownership, social accountability and shared responsibility, as well as investment in the local economy for more inclusive and sustainable growth.
- **Far-Reaching:** In order to positively impact every level of society, any action should facilitate access to heritage for disengaged communities in both urban and rural settings, which will result in increased exchange and dialogue, allowing for a greater appreciation of cultural diversity.
- **Locally-led:** Cultural heritage for inclusive growth should primarily benefit local communities and countries in which the heritage is located. It is vital to first understand the local context, identify the needs of the given community or country and determine the role that heritage can play in addressing these needs.

This highlights the importance of community involvement to the success of heritage; it is, therefore, a real threat if a community is disengaged. Extensive research has explored how to encourage and support a community in taking ownership of their heritage, and how to welcome new audiences to recognise and enjoy the tangible and intangible heritage around them. Without their support and a people-centred approach, heritage loses its meaning.

### Funding

Heritage funding has been declining very significantly since 1997, and it is widely recognised that cuts to the sector are having and will continue to have severe consequences to heritage.<sup>2</sup> Local Authorities and the National Lottery Heritage Fund face budget cuts to their historic environment services. Recent studies, for example, show that provisions for conservation and archaeological Local Authority staff have fallen 35% since 2006.<sup>3</sup> Insufficient funds to employ specialist conservation craftsmen and undertake regular maintenance of historic buildings and sites can put them at risk of deterioration, and force actions to be reactive rather than proactive. The sector more widely is increasingly relying on volunteers.

<sup>2</sup> Lloyd Grossman, Chair of the Heritage Alliance, <https://publications.parliament.uk/pa/cm201011/cmselect/cmcmds/464/46406.htm#n143>

<sup>3</sup> <https://historicengland.org.uk/images-books/publications/tenth-report-la-staff-resources/tenth-report-la-staff-resources/>





## Priority Issues: Opportunities for Enhancement

Heritage forms a part of our cultural landscape which is growing and evolving to respond to modern audiences, pressures and advances in understanding and technology. Opportunities arise frequently and require careful consideration and creativity to meet their full potential. These opportunities can be general, and can also stem from specific risks and threats to heritage, as these can provide a platform for positive change and the possibility to make enhancements. This section explores some of the key areas to consider when assessing opportunity sites within Tendring, and approaches to enhancement.

### Technology

Digital heritage encompasses a huge range of platforms and mediums to facilitate understanding and communication about heritage. Increasingly, individuals, organisations and communities are using digital technologies to document and express what they value and what they want to pass on to future generations (UNESCO Charter on the Preservation of the Digital Heritage 2009). It is a huge field, encompassing databases, images, webpages, interactive mapping, social media, apps, audio, film, and even virtual reality. Digital heritage has the potential to welcome to new audiences, and to enhance our understanding and experience of existing heritage. Across Tendring, technology is already being used successfully in a number of initiatives such as Resorting to the Coast, a webpage hub which includes interactive maps, blog posts, historic images and oral history. There is potential for future projects and initiatives to harness digital media to promote heritage, inspire and engage communities, and use technology to underpin approaches.

### Museums and collections

Museums are important places to gather and share knowledge. They are spaces for the local community and visitors and provide places to engage, educate and inspire. There are a number of local museums and collections across Tendring, with huge potential to continue to preserve and promote heritage and to grow and welcome new audiences. Future approaches must respond to the specific needs of each, and open communication and partnerships are encouraged in order to fully understand the position and vision of each museum and the people who support it.

### Vacant historic buildings

Vacant buildings offer a key opportunity for the building itself and the local community. Breathing new life into an old building allows it to make a positive contribution to the character of an area, protects the future of the building, and creates a desirable space for new uses. Historic buildings can respond to local pressures, and new uses can be found to help alleviate demand for housing, to provide community hubs and create office space. Historic England's Heritage Counts report of 2018 highlighted that 142,000 businesses operate in listed buildings across England and 26% of creative industries are located in conservation areas. Historic buildings affirm a sense of place and local distinctiveness, and through the retention and regeneration of these buildings local distinctiveness and economy are enhanced (Heritage Counts Heritage in Commercial Use 2018).

### Education

Continued research is integral to heritage. Without developing our knowledge of heritage sites and the heritage industry, it is difficult to grow and fully appreciate heritage as a resource. Therefore, it is vital to engage young people with heritage, and encourage schools to visit heritage sites and become involved with projects in order to ensure heritage is sustainable for future generations. Links with schools and universities can establish meaningful relationships between young people and their heritage. The University of Essex, for example, offers an MA in 'Curating' and 'War, Culture and Society'; courses such as this provide potential for students to gain experience in Tendring's museums, collections and maritime heritage. Educational training can also provide a way of enhancing knowledge of heritage; through traditional building skills practical workshops and lectures, knowledge and traditional skills and techniques can be passed on to local people and professionals.

### Healthy Heritage

There is a wealth of growing evidence that demonstrates the role heritage plays in improving mental wellbeing and physical health. People who visit heritage sites reported higher life satisfaction and happiness scores, as well as lower anxiety (Department for Culture Media and Sport 2015). Across Essex there are a number of schemes and organisations to encourage and support healthy activity, such as Active Essex and Healthy Life Essex. Tendring's heritage provides a positive platform to encourage people to enjoy the outdoors and take positive steps for their personal health and wellbeing. Heritage Trails, for example, area already established in Harwich and Dovercourt, Frinton-on-Sea, Clacton-on-Sea, Jaywick Sands and Walton-on-the-Naze encourage walkers to take routes through the historic environment. Promoting these to new groups and partnering with healthy organisations can open heritage to new audiences and increase wellbeing.



Educational training course on Timber Framing (ECC)

### Helping existing attractions to reach full potential

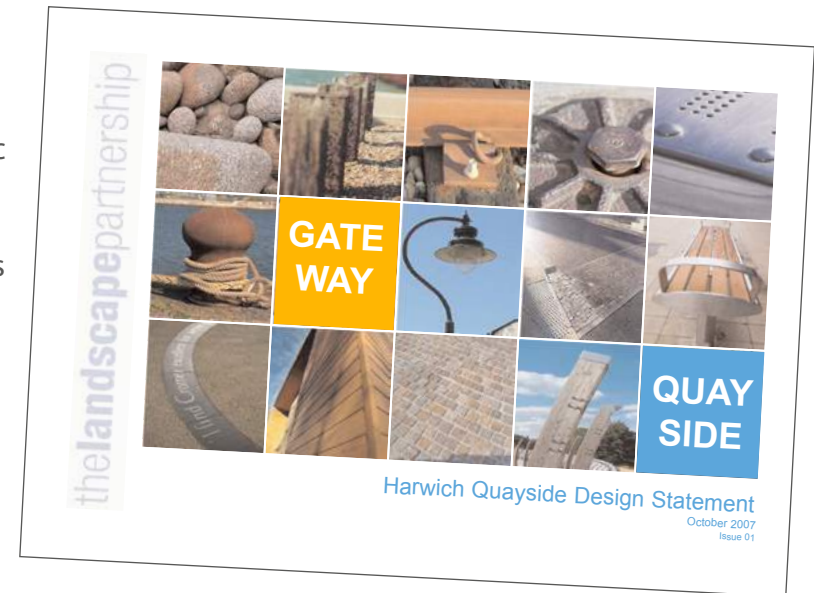
Across the county are a diverse range of unique and significant heritage, sites, assets and traditions. In order to ensure these are celebrated and sustainable, open communication and partnerships can help to support existing attractions and heritage sites to reach their full potential and make positive contributions to the community. This is an ongoing and changeable process, which is why collaborative working between all stakeholders is important to be able to understand the specific needs of each asset and to share ideas on how to achieve these. On a national scale, church buildings are frequently a topic of discussion as major assets within the historic environment with opportunities for enhancement. They are usually prominent features in local landscapes, forming the focus of streetscapes and wide reaching views, their purpose is easily identified, and they are generally valued by the wider community while also attracting visitors from further afield. Churches are mostly listed, architecturally and aesthetically valued, and integral to history of the local area.<sup>4</sup> There is, therefore, potential to celebrate and promote the use of churches as spaces of culture and learning.

<sup>4</sup> Church Buildings: Burden, Blessing and an Asset for Mission (2015)

### New development and quality design

National policy and guidance requires that new design is sympathetic to an area's defining characteristics in order to preserve local character and contribute to an area's sense of place (paragraph 127 NPPF). This provides a key opportunity for enhancement, and encourages high quality new design to the historic environment. This can enrich and affirm the local distinctiveness of places. Good quality design can be achieved through tools such as Design Guides and Codes.

Within Tendring, the Harwich Streetscape Design Guide (2006) and Quayside Design Statement (2007) has contributed to the Navyard Development in Harwich.



## Objectives

Six key themes underlie the Heritage Strategy: **Conservation; Collaboration; Knowledge; Character and identity; Interpretation;** and **Accessibility**. Each of these is addressed with an objective and a set of actions to address the issues and exploit the opportunities identified by the Heritage Strategy.

### Objective 1: Conservation

Ensure the sustainable management of all heritage assets, including buildings, landscapes, monuments, landscapes and settlements, through the appropriate conservation and protection of their significance.

### Objective 2: Collaboration

Promote and support initiatives for partnership working involving all people and organisations engaged with the heritage of Tendring District.

### Objective 3: Knowledge

Support the furthering of knowledge and understanding of Tendring's heritage through research and education, and promote training and education opportunities to share knowledge and skills with all people and organisations engaged in the heritage of Tendring District.

### Objective 4: Character and Identity

Support and promote initiatives and events that celebrate the culture, traditions and customs of all people and communities within Tendring District, and promote the unique characteristics and attractions of the District.

### Objective 5: Interpretation

Raise public awareness and appreciation of Tendring's heritage through a considered approach to communication methods with different audiences, and support initiatives to encourage the promotion of heritage and the engagement of residents and visitors with it.

### Objective 6: Accessibility

Recognise and promote the value heritage offers to people's wellbeing, health, identity and sense of belonging by supporting improvements in accessibility to Tendring's heritage sites, buildings and monuments and encouraging initiatives which provide wider audiences with access to heritage.

## Actions

### Objective 1: Conservation

Ensure the sustainable management of all heritage assets, including buildings, landscapes, monuments, landscapes and settlements, through the appropriate conservation and preservation of their significance.

| Action  | Lead and partners   | Timescale | Output   | Outcome   |
|---|---|-----------|--|---|
| Ensure effective conservation of heritage assets and their significance through the Development Management process                                  | Tendring District Council, Place Services (Essex County Council), Historic England (Strategic Objective, Corporate Plan 2019-2022) National Amenity Societies | Ongoing   | Planning decisions resulting in positive conservation and good design            | Protection of the historic environment and high quality placemaking           |
| Facilitate pre-application discussions to find solutions to problematic and redundant sites/buildings, including Harwich and Dovercourt Lighthouses | Tendring District Council, Place Services (Essex County Council), Historic England (Strategic Activity, Corporate Plan 2019-2022)                             | TBC       | Positive discussions and meetings with owners and developers                     | Positive conservation and protection of the historic environment              |
| Reassess condition and status of assets on the Heritage at Risk Register, including ownership   | Tendring District Council, Historic England (Strategic Activity, Corporate Plan 2019-2022)  | TBC       | Understanding of current state of buildings and establishing contact with owners | Finding potential ways forward for buildings on the Heritage at Risk Register |

|  |  |             |   |   |
|--|--|-------------|---|---|
| Adopt Conservation Area Character Appraisals and Management Plans for five conservation areas on the Heritage at Risk Register (Clacton Seafront, Dovercourt, St Oysth, Thorpe-le-Soken, and Thorpe-le-Soken Station and Maltings) | Tendring District Council, Place Services (Essex County Council), local communities, local interest groups               | In progress | Understanding current condition of conservation areas and threats; identification of actions  | Set of actions to address 'at risk' status  |
| Adoption of Character Appraisals and Management Plans for every conservation area  | Tendring District Council, Place Services (Essex County Council), local communities, local interest groups               | In progress | Understanding current condition of conservation areas and threats; identification of actions  | Adoption of Character Appraisals and Management Plans for every conservation area |
| Assess need for Article 4 Directions or Areas of Special Advertisement Consent within conservation areas   | Tendring District Council, Place Services (Essex County Council)   | TBC         | Restriction of Permitted Development rights to provide more control over potentially harmful works to buildings                     | Improved management of historic environment                                       |
| Assess need for Conservation Management Plans for sites including Beaumont Quay, St Osyth's Priory (and Registered Park and Garden), Lawford Barrow, Clacton Seafront Registered Park and Garden                                   | Tendring District Council, Place Services (Essex County Council), Historic England, The Gardens Trust, local communities | TBC         | Conservation Management Plan documents outlining the issues faced by the sites and the actions needed for their proper conservation | Better protection and management of historic environment                          |

|   |   |     |   |  |
|---|---|-----|---|--|
| Utilisation of Local Authority enforcement powers   | Tendring District Council   | TBC | Serving of Urgent Works Notices, Repairs Notices, Section 215 Notices   | Safeguarding historic buildings falling into disrepair including those included on the Heritage at Risk register |
| Updating "Conservation in Tendring" booklets providing practical advice to owners of historic buildings | Tendring District Council, Place Services (Essex County Council)    | TBC | New suite of booklets containing information on the conservation of historic building construction materials and architectural features | Improved understanding of historic buildings and good conservation practice                                      |
| Produce design guidance documents for historic areas, including shopfront and signage design guides     | Tendring District Council, Place Services (Essex County Council)    | TBC | Guidance documents promoting good design  | Improved design and retention of architectural features  |
| Create and adopt a Local List   | Tendring District Council, local communities, local interest groups | TBC | Formation and adoption of a list of of non-designated heritage assets within the District   | Increased understanding and protection for local heritage assets   |

**Objective 2: Collaboration**

**Promote and support initiatives for partnership working involving all people and organisations engaged with the heritage of Tendring District.**

| Action   | Lead and partners  | Timescale | Output   | Outcome  |
|--|--|-----------|--|--|
| Appoint a local councillor as the District's Heritage Champion   | Tendring District Council  | TBC       | Supporting the protection and encouraging the promotion of the District's heritage                                       | Increased awareness and appreciation of the historic environment by local councillors and better integration of conservation issues in decision making |
| Use of up-to-date GIS mapping system within Tendring District Council and Essex County Council   | Tendring District Council  | TBC       | Information on heritage designations including listed buildings and conservation areas                                   | Ensure organisations making decisions affecting the historic environment are aware of designations   |
| Promote communication between organisations who make decisions affecting historic environment  | Tendring District Council, Place Services (Essex County Council), Historic England, Town and Parish Councils, Utility companies      | TBC       | Sharing of knowledge between Local Authorities, Town and Parish Councils, ECC (including Highways) and utility companies | Ensure positive conservation of historic environment   |
| Promote communication and improved partnership working between Tendring District Council, regional partners, volunteer groups, local societies and business owners | Tendring District Council, local communities, local interest groups, Town and Parish Councils, Community Voluntary Services Tendring | TBC       | Organisation of meetings, creation of forums and working groups  | Better understanding of local issues affecting heritage  |



**Objective 3: Knowledge**

**Support the furthering of knowledge and understanding of Tendring's heritage through research and education, and promote training and education opportunities to share knowledge and skills with all people and organisations engaged in the heritage of Tendring District.**

| Action  | Lead and partners   | Timescale | Output  | Outcome  |
|---|---|-----------|---|--|
| Promote training courses relating to conservation and the historic environment, including Traditional Building Skills courses run by Place Services (Essex County Council)  | Tendring District Council, Place Services (Essex County Council)        | Ongoing   | Dissemination of knowledge, improved skills and continuing professional development | Education of owners, building contractors, conservation and planning professionals resulting in positive conservation in all fields of heritage conservation                 |
| Encourage development of educational programmes between museums and visitor attractions and schools   | Tendring District Council, local schools, museums and local communities | TBC       | Creation of educational programmes  | Improved knowledge and support for children to understand local heritage and how it relates to the national story  |
| Investigate opportunities provided by the University of Essex and other higher education facilities to carry out research into aspects of Tendring's heritage, particularly key themes of military and coastal heritage | Tendring District Council, University of Essex                          | TBC       | Establish working relationship with University of Essex                             | Potential to utilise sites within Tendring District to facilitate learning on University of Essex postgraduate courses including MA War, Culture and Society and MA Curating |

|  |   |         |   |   |
|--|---|---------|---|---|
| Continue to provide conservation advice to owners of historic buildings through the "Conservation in Tendring" booklets  | Tendring District Council, Place Services (Essex County Council)  | Ongoing | Dissemination of information on the conservation of historic building construction materials and architectural features | Improved understanding of historic buildings and good conservation practice                 |
| Investigate potential of hosting courses for building contractors and apprentices in traditional construction techniques at venues such as St Osyth's Priory and partnership with National Heritage Training Group | Tendring District Council, local owners, National Heritage Training Group, The National Lottery Heritage Fund, building and site owners | TBC     | Enhance knowledge and skill set around traditional and historic building construction and repair techniques             | Improved understanding of traditional and historic buildings and good conservation practice |

**Objective 4: Character and Identity**

**Support and promote initiatives and events that celebrate the culture, traditions and customs of all people and communities within Tendring District, and promote the unique characteristics and attractions of the District.**

| Action   | Lead and partners   | Timescale | Output   | Outcome  |
|--|---|-----------|--|--|
| Collaborate with the aims, objectives and actions of the Tourism Strategy to promote the historic environment                        | Tendring District Council, local communities  | TBC       | Wider awareness and appreciation of the historic environment of the District as a visitor attraction   | Increased numbers of visitors and tourists   |
| Create a shared approach to branding for the District's heritage to connect the historic environment, cultural heritage and the arts | Tendring District Council, local tourism groups   | TBC       | Recognisable online presence on the TDC website but also utilising existing websites (www.visitessex.com, www.essexdaysout.com, etc.) and social media | Increased awareness of the unique heritage of Tendring to potential visitors and residents |
| Promote the District's events and festivals  | Tendring District Council, museums and visitor attractions, local interest groups, Town and Parish Councils, local tourism groups | Ongoing   | Clear presence on the TDC website, TDC publications and TDC social media   | Increased awareness of the unique heritage of Tendring to potential visitors and residents |

**Objective 5: Interpretation**

**Raise public awareness and appreciation of Tendring's heritage through a considered approach to communication methods with different audiences, and support initiatives to encourage the promotion of heritage and the engagement of residents and visitors with it.**

| Action   | Lead and partners   | Timescale | Output  | Outcome  |
|--|---|-----------|---|--|
| Creation of further heritage trails such as 'Hidden Heritage' to respond to wider national trends and interests                            | Tendring District Council, museums and visitor attractions, local interest groups                       | TBC       | Creation of tailored heritage trails based on key themes such as 'hidden heritage', the historic witch hunt, art or archaeology | Celebration of Tendring's unique heritage and potential to draw wider audiences  |
| Use of imagery and displays on hoarding to generate public interest and promote heritage during archaeological excavations and development | Tendring District Council, developers, and archaeological companies                                     | TBC       | Creation of hoarding which displays heritage in place of blank obtrusive boards   | Increased public engagement and knowledge of the historic environment and development in their local area                          |
| Maintenance of signage and information boards  | Tendring District Council, The National Lottery Heritage Fund   | Ongoing   | Regular assessment of existing information boards and maintenance/updates to information undertaken where required              | Improved awareness of heritage while on site and positive visitor experience   |
| Creation of additional signage and information boards  | Tendring District Council, The National Lottery Heritage Fund, local communities, local interest groups | TBC       | Assessment of heritage assets in Tendring to ascertain whether any require information boards and production of boards          | Better understanding of historic significance of assets where there is currently little information on site, such as Beaumont Quay |

|  |   |     |   |   |
|--|---|-----|---|---|
| Consider approach to events and exhibitions  | Tendring District Council, local museum and collections, local societies, Town and Parish Councils, University of Essex, local churches | TBC | Targeted events and exhibitions to celebrate the heritage of Tendring and encourage new audiences                                 | Increased engagement and awareness of unique history and potential to form meaningful partnerships between community and stakeholders     |
| Create digital interpretive mapping  | Tendring District Council, local creative industry  | TBC | Production of illustrative county map   | Increased understanding of landmarks and key heritage of Tendring, in a widely accessible format that can be used in print and on devices |
| Undertake research into existing apps and resources to assess potential for future initiatives and collaboration | Tendring District Council, local communities  | TBC | Potential collaboration with apps, such as Viewranger and Geocaching, to create one-off additions relating to Tendring's heritage | Potential to introduce existing users of large apps to heritage concepts and inspire future projects and collaborations                   |
| Encourage local schools to take part in heritage trips   | Tendring District Council, local museums and visitor attractions, local schools   | TBC | Tailored educational visits for school age children with potential maritime re-enactment and costume days                         | Facilitate learning and understanding of heritage appropriate for school ages to inspire future generations                               |

**Objective 6: Accessibility**

**Recognise and promote the value heritage offers to people's wellbeing, health, identity and sense of belonging by supporting improvements in accessibility to Tendring's heritage sites, buildings and monuments and encouraging initiatives which provide wider audiences with access to heritage.**

| Action   | Lead and partners  | Timescale | Output  | Outcome  |
|--|--|-----------|---|--|
| Establish collaborative approach with commercial teams to ensure heritage visitor sites are easily accessible to all | Tendring District Council teams and relevant organisations or charities, museums and visitor attractions | TBC       | Sites are safe and accessible for all users   | Heritage sites are welcoming to all, and communities that may otherwise feel marginalised are able to visit and fully appreciate Tendring's heritage                 |
| Organise and promote Heritage Open Days  | Tendring District Council, local museums and owners of heritage assets, Heritage Open Days organiser     | TBC       | Opening heritage sites to the public which are otherwise restricted access, such as the Lawford Barrow and, and encouraging visitors to open attractions such as the Martello Towers and Harwich Redoubt. | Heritage sites are promoted to a variety of groups and communities who may not have visited before, creating new relationships with visitors and the local community |
| Create a 'healthy heritage' brand across Tendring  | Tendring District Council, visitor attractions and sports and recreation facilities                      | TBC       | Encourage active engagement with heritage, for example through walks, as well as activities which can enrich mental wellbeing.  | Improvement to the communities mental and physical health through engagement with heritage   |
| Support with the 5 year development plan for the Brightlingsea Lido  | Tendring District Council, Brightlingsea Town Council, Historic England, funding partners                | TBC       | Expansion of the pool to ensure it is fully accessible for all, and construction of a Wellbeing Centre.   | Improved access to site and centre to promote awareness of wellbeing within historic environment.  |

## Case Study

### Applying the Heritage Strategy



The objectives and overarching actions of the Heritage Strategy can be applied directly to Tendring's historic environment to utilise the strategy on a local level. This case study focusses on Harwich's historic core to create an action plan which is tailored to enhance, promote and celebrate the unique heritage of the area. This section demonstrates how objectives can be applied to the historic environment in a methodology which can be replicated throughout Tendring.

Harwich is a port town full of heritage, its historic street pattern still discernible and with a wealth of listed buildings (shown as blue dots on the map below). Harwich is set to receive unprecedented publicity in 2020 through its Mayflower 400 programme. This project can be built on to promote and publicise wider heritage in Harwich,

including the associated cultural programme, helping to capture and sustain the momentum resulting from 'Mayflower 400', and in turn the environmental, social and economic legacy.

This section will focus on Church Street (shown in blue on the map below), which runs through the centre of the town connecting the quay with St Nicholas's Church and the Guildhall.

A recent draft bid for Historic England's High Street Heritage Action Zone funding focussed on the potential of Church Street. As part of this project, a site visit was undertaken by representatives from Tendring District Council and Place Services (Essex County Council) to ascertain potential initiatives to enhance and support its heritage. The objectives highlighted in this strategy were considered, and a range of actions reached based on them.



## Undertaking a site visit

### Objective 2: Collaboration

The site visit was attended by a Planning Officer from Tendring District Council and acting Conservation Officer for Tendring District Council, with input from representatives from Harwich Town Council as well as historic environment, historic landscape, historic buildings and urban design specialists, to ensure a collaborative approach to the visit.

**Images** (clockwise, from top right): Quayside Court (Grade II); shopfronts retaining their historic character; view of streetscape including Tendring District Council owned properties; St Nicholas' Church; view north along Church Street; etching of a ship in the former gaol in Harwich Town Council; former post office and seventeenth century timber framed building (Grade II); view of streetscape leading north to the Quay.





Support exhibition in St Nicholas' Church to display archival documents relating to Christopher Jones' life in Harwich.

*Objective 2: Collaboration*  
*Objective 5: Interpretation*

Use of green space for pop up events.

*Objective 4: Character and Identity*

New wayfinding, interpretation and public realm improvements to collaborate with and reflect the 'Mayflower 400' Heritage Trail, and associated events, to guide visitors around Harwich, taking in and utilising the key landmarks such as the church, business areas and spaces.

*Objective 4: Character and Identity*  
*Objective 5: Interpretation*  
*Objective 6: Accessibility*

Public realm improvements to create a shared surface outside the church, encouraging use of the space and creating a safe area for pedestrians, with access between the church and opposite green space.

*Objective 1: Conservation*  
*Objective 6: Accessibility*



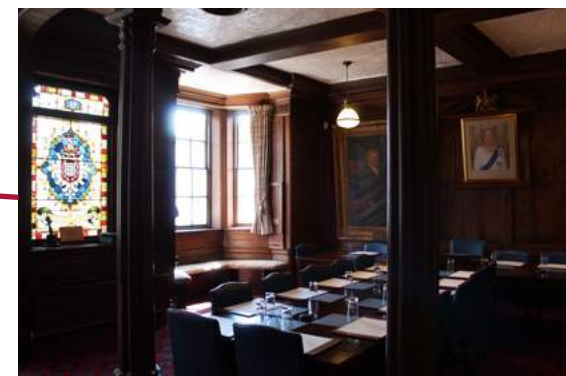
Increase virtual and physical access to the historic Guildhall (Grade I) in partnership with Harwich Town Council. The Guildhall contains the former prison with incised graffiti of tall ships that powerfully evoke the maritime heritage of the town. This offers potential to provide a future home for 'The Harwich Mayflower story' exhibition created as part of the 'Mayflower 400' celebrations.

*Objective 2: Collaboration*  
*Objective 5: Interpretation*  
*Objective 6: Accessibility*



Assess potential for the Guildhall to become a hub for the Heart of Harwich, with the Council Chamber hosting meetings, workshops, lectures and talks.

*Objective 2: Collaboration*  
*Objective 3: Knowledge*  
*Objective 6: Accessibility*



Assess potential for the Town Council's volunteer archivists to target research to help inform cultural activities and repairs to historic buildings, augmented by further in-kind contributions of research by staff at the Essex Record Office.

*Objective 1: Conservation*  
*Objective 3: Knowledge*



Simple and sympathetic changes, including façade material treatments, to enhance the appearance of modern infill buildings and their environmental performance, better integrating them within the historic context of the street and Conservation Area.

*Objective 1: Conservation*  
*Objective 4: Character and Appearance*

Preparation of a shop front design guide to inform grant aided shop front restoration projects and building repairs completed by the owners of properties such as No. 3 and 4, No.18, No. 19, No.62, the former Post Office and Trinity House offices, serving to uplift the face of Church Street, and improve and sustain the character and appearance of the Conservation Area.

*Objective 1: Conservation*  
*Objective 4: Character and Appearance*

Assess the potential to local businesses and owners for Repair Grants to undertake maintenance.

*Objective 1: Conservation*  
*Objective 4: Character and Appearance*



To prevent its imminent loss, there is potential for Tendring District Council (TDC) to compulsory purchase No.8 Church Street (derelict Grade II listed building) and commission a comprehensive scheme of repair and restoration, bringing it back into a good structural and habitable condition.

Once restored, No.8 Church Street will provide a ground floor shop for retail opportunities and additional office space.

- Objective 1: Conservation*
- Objective 2: Collaboration*
- Objective 4: Character and Appearance*

Restoration can encompass a bespoke programme of traditional buildings skills practical courses, demonstrations and lectures, organised by Essex County Council (ECC), providing opportunities for local trades, craftsmen and building owners to develop knowledge, skills, and experience working on historic buildings.

*Objective 3: Knowledge*

## Funding Strategies

There are four main funding opportunities which would assist in the execution of the Heritage Strategy:

### National Lottery Heritage Fund

The National Lottery Heritage Fund is the single largest dedicated funder of heritage in the UK and therefore is the most obvious potential source of funding. Funding is often targeted at schemes which preserve, enhance and better reveal the special interest of the area whilst also improving public awareness and understanding. Grant opportunities and requirements change overtime, for up-to-date information on HLF schemes Tendring District Council should consult their appointed Heritage Specialist.

### Heritage Action Zones (Historic England)

Heritage Action Zones are intended to help unlock the economic potential of an area through investing in heritage, making them more attractive to resident, businesses, tourists and investors.

### Section 106 Agreements

Planning obligations, also known as Section 106 agreements, can be used by the local authority to ensure any future development has a positive impact upon Clacton. These agreements could be used to fund public realm or site specific improvements.

### Partnership Schemes in Conservation Areas (Historic England)

Partnership Schemes in Conservation Areas is a programme run by Historic England to target funding for the preservation and enhancement of conservation areas. As the name suggests, the scheme forms partnerships with local authorities (along with any additional funding partners) to facilitate the regeneration of an area through the conservation of its built heritage.

The scheme makes funds available to individuals to enable them to carry out repairs or improvement works to their property to enhance the area. This would be suitable to preserve and enhance either the shop frontages or the architectural detailing.

There are a range of national and local schemes which are also relevant to the Tendring Heritage Strategy, including:

### Essex Heritage Trust

Essex Heritage Trust fund individuals or bodies who are preserving or restoring any aspect of Essex's Heritage for the benefit of the public. They support: buildings, structures, monuments and maritime projects; church contents; historic and listed public buildings; museums; works of art (purchase and restoration); publications, historical research and archaeology; and landscapes and gardens. The trust offer grants ranging from £100 to £10,000.

### Museums Essex

Museums Essex support museums, galleries and heritage organisations to deliver cultural and learning excellence in Essex. Since forming, Museums Essex has awarded 22 grants, totalling £10,204, to 16 museums. The offer Museums Essex Small Grants to not-for-profit organisations that are members of Museums Essex, whose collections must be publicly accessible. Tendring has a number of Museums which may fit this criteria, and could consider potential applications to the scheme.

### National Churches Trust

The National Churches Trust supports churches at risk and maintenance projects. In 2018, the trust helped to remove 23 Churches and chapels from the Heritage at Risk Register with the support of grants, funded 202 Churches and chapel projects, and gave £1.2 million in grants to churches and chapels for urgent repairs, new facilities, maintenance and project development. Tendring currently has a church on the Heritage at Risk Register, which may have potential to be supported through the National Churches Trust.



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The Heritage Alliance, Backing the Bedrock: Five Heritage Fiscal and Funding Priorities (2019)

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- Place Services (Essex County Council), Naze Education and Visitor Centre: Heritage Statement Prepared for Essex Wildlife Trust (2013)

## Appendix A Legislation and Planning Policy

| LEGISLATION/POLICY/<br>GUIDANCE | DOCUMENT   | SECTION/POLICY  |
|---------------------------------|--|---|
| Primary Legislation             | Planning (Listed Buildings and Conservation Areas) Act 1990  | 1: Listing of buildings of special architectural or historic Interest. 66: General duty as respects listed buildings in exercise of planning functions. 69: Designation of Conservation Areas 72: General duty as respects conservation areas in exercise of planning functions .   |
| Primary Legislation             | Ancient Monuments and Archaeological Areas Act 1979  | Part I Ancient Monuments  |
| Local Development Plan          | Tendring District Local Plan (2007)  | Policy QL6 – Urban Regeneration Areas, Policy QL7 – Rural Regeneration, Policy QL9 – Design of New Development, Policy ER16 – Tourism and Leisure Uses, Policy COM21 - Light Pollution, Policy COM35 – Managed Re-Alignment, Policy EN1 - Landscape Character, Policy EN17 - Conservation Areas, Policy EN27 - Enabling Development, Policy EN27a- St Osyth Priory, Policy EN29 – Archaeology, Policy EN30 - Historic Towns |
| National Planning Policy        | National Planning Policy Framework (2019) DCLG   | Section 12;<br>Annex 2  |
| Supplementary Planning Guidance | Essex Historic Towns Study (1999) ECC  |   |
| Guidance                        | National Planning Practice Guidance (2014) DCLG  | ID: 18a   |
| Guidance                        | Historic England (2019) Good Practice in Planning Advice Note 1: Conservation Area Designation, Appraisal and Management |   |
| Guidance                        | Historic England (2016) Good Practice in Planning Advice Note 2: Making Changes to Heritage Assets                       |   |
| Guidance                        | Historic England (2015) Good Practice in Planning Advice Note 3: Setting of Heritage Assets                              |   |
| Guidance                        | Historic England (2008) Conservation Principles, Policies and Guidance .   |   |

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| Guidance | Historic England (2016) Good Practice in Planning Advice Note 2: Making Changes to Heritage Assets |  |
| Guidance | Historic England (2015) Good Practice in Planning Advice Note 3: Setting of Heritage Assets        |  |
| Guidance | Historic England (2008) Conservation Principles, Policies and Guidance .                           |  |
| Guidance | Historic England (2018) Vacant Historic Buildings  |  |
| Guidance | Historic England (2016) Stopping the Rot   |  |



## Appendix B Glossary (National Planning Policy Framework)

| Term                               | Description   |
|------------------------------------|---|
| Archaeological interest            | There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them. |
| Conservation (for heritage policy) | The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.  |
| Designated heritage asset          | A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.  |
| Heritage asset                     | A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).                                    |
| Historic environment               | All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.   |
| Historic environment record        | Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.   |
| Setting of a heritage asset        | The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.                                 |
| Significance (for heritage policy) | The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.  |

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Essex County Council

## PLANNING POLICY AND LOCAL PLAN COMMITTEE

29 OCTOBER 2019

### REPORT OF THE CORPORATE DIRECTOR (PLANNING AND REGENERATION)

#### A.5 – LIVEWELL DEVELOPMENT ACCREDITATION SCHEME

(Report prepared by William Fuller)

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

The purpose of this report is to provide the Members with an overview of the Livewell Development Accreditation Scheme, to seek endorsement of the scheme and to outline the next steps for the promotion of the scheme.

##### EXECUTIVE SUMMARY

The Livewell Development Accreditation is based on a two-stage assessment embedding the new HIA (Health Impact Assessment) criteria (as set out within the Essex Design Guide<sup>1</sup>) where developments considered to make a positive contribution to health and wellbeing would be awarded different levels of accreditation. The 'Livewell' brand is used on a wide range of the local authority health and wellbeing initiatives and is jointly owned by Essex local authorities.

Officers at both the District Council and Essex County Council considered that there was need to encourage developers to go beyond policy requirements. To incentivise developers to do so, the Livewell Development Accreditation is seen as a means to add value to development schemes and fully utilise the Active Design principles embedded in the Council's new Local Plan.

This is a voluntary scheme. Developers can express their interest to the Development Management team at masterplanning, pre-application or planning application stages.

##### RECOMMENDATION

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

- a) Notes the report and the Livewell Development Accreditation Scheme and endorse the promotion of the scheme.

#### PART 2 – IMPLICATIONS OF THE DECISION

##### DELIVERING PRIORITIES

The report relates to the following priorities in the Corporate Plan:

<sup>1</sup> Healthy Places Guidance for Developers, Planning and Designers to be published in 2019

- Make the most of our assets
- Engaging with the community
- Support rural communities
- Effective partnership working,
- Promote healthier lifestyles and wellbeing
- Local regeneration
- Support business growth
- First rate leisure facilities
- Attractive events programme

## RESOURCES AND RISK

**Funding:** There is an appropriate fee for applicants to the scheme to cover the costs of the assessment above what would normally be required to be undertaken as part of the assessment of a Health Impact Assessment (HIA) submitted with development proposals.

### Recourses:

Stage 1 is incorporated into the local authority arrangements for planning applications, i.e. through pre-application advice and planning application fees. Health Impact Assessment would be included on the local validation list as a requirement within the submission of a planning application.

For Stage 2, the fees would be set by the Essex Quality Review Panel and information published on the website with further information about the arrangements for the panel and panel members.

**Risk:** As the scheme is voluntary, it is considered that the risk is low for applicants to challenge its outcome

## LEGAL

The Livewell Development Accreditation is a voluntary scheme which does not rely on any statutory requirements.

## OTHER IMPLICATIONS

**Crime and Disorder:** Indirect benefits could be made in terms of well-designed places that promote surveillance.

**Equality and Diversity:** An Equality and Diversity Impact Assessment has been undertaken for the Council's emerging new Local Plan. The Policy objectives of which underpin this voluntary scheme.

**Health Inequalities:** The Accreditation Scheme will support the Tendring Health and Wellbeing Strategy which has been adopted by all the partners at the Tendring Local Health and Wellbeing Board and has as its key priorities, mental health, obesity and activity and long term conditions. The Accreditation Scheme will directly help to deliver improvement in these areas for example through active environments as activity promotes improvements in mental health and

obesity and can also be useful in those developing long term conditions by giving them the opportunity to build resilience by accessing the environment. Similarly design of homes and spaces and supporting communities will also lead to improvements in the priority areas and work to assist improved public health.

**Area or Ward affected:** All

**Consultation/Public Engagement:** This report has been prepared following informal consultation within district councils in Essex and Essex County Council and also with developers to evaluate the response to the process and form an accreditation should take.

Sport England also had vital input in the evolution of the scheme to ensure Active Design principles were embedded and have also agreed to endorse the scheme.

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

#### **Background**

It is widely recognised that health and wellbeing are intrinsically linked to both individuals and their environment. Health inequalities are heavily influenced by a wide range of socio-economic factors including housing, education, jobs, and worklessness. Planners, developers and public health professionals acknowledge the multiple benefits that incorporating health and wellbeing principles into development proposals can have on individuals and the community.

The Essex Design Guide (EDG) incorporates health and wellbeing into its overall themes and promotes the use of Health Impact Assessments (HIA). The Essex Planning Officers Association in partnership with Essex County Council Public Health has developed the accreditation scheme to recognise developers that are committed and contribute to improving health and wellbeing through their developments.

#### **Livewell Developers Charter**

The Livewell Developers' Charter provides the opportunity for developers to commit to supporting the health and wellbeing principles within the Accreditation Scheme. It is based on an annual review and a commitment to ongoing training and predominately focused at medium or smaller developers and builders.

As part of the Charter, training will be provided on behalf of the local authorities involved in the scheme, and advice provided by the local authorities working alongside public health practitioners and ECC Public Health. It is anticipated that this will be provided by Essex Place Services/EPOA.

#### **Stage 1 – Livewell Design Award**

The Livewell Development Accreditation Scheme actively encourages early engagement through pre-application advice with planning professionals and public health practitioners. At this stage developers are assessed on how they have embedded healthy design principles into their emerging schemes using the Health Impact Assessment or the Healthy Checklist together with

Sport England Active Design Principles. Schemes that have a positive influence would be awarded a 'Livewell Design' award.

For Tendring, HIAs are required through the Local Validation checklist.

## **Stage 2 – Livewell Development Accreditation**

There are 6 categories for assessing development against and it is based on a credit scoring process. These categories are:

1. Design of homes and spaces
2. Active environment and connectivity
3. Environmental Sustainability
4. Supporting Communities
5. Access to healthier food environments
6. Improving access to education, skills, and employment

Successful Livewell developments will be awarded at either bronze, silver or gold level accreditation, subject to approval of a design panel. A health and wellbeing sub-panel of the newly formed independent Essex Quality Review Panel<sup>2</sup> will undertake this work under the co-ordination of Essex Place Services. This will involve evidence-based assessments from case studies and may involve a site visit. The sub-panel will include representatives from a variety of background from urban designs, planners and health professionals.

Smaller-scale schemes which do not meet the minimum size criteria (50 dwellings +) for an HIA can still submit their proposal for accreditation. These would be assessed against three of the core principles home/space design; active environment and connectivity; and environmental sustainability using a Healthy Checklist.

## **Scheme Evolution**

The Livewell Development Accreditation Scheme has involved stakeholders from local authorities across Essex, both planning professionals and public health practitioners as well as Essex County Council's Public Health Lead for healthy places and people. These task and finish groups helped to inform the assessment criteria and provide useful insight to a range of different development types and priorities.

In addition, informal consultation was undertaken with strategic developers, including in Tendring, to evaluate the response to the process and form an accreditation should take.

Sport England also had vital input in the evolution of the scheme to ensure Active Design principles were embedded and have also agreed to endorse the scheme.

## **Benefits of the Scheme**

The Livewell Development Accreditation Scheme can contribute to achieving a broad number of

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<sup>2</sup> The Essex Quality Review Panel provides a well-established method of offering independent and impartial guidance on the design of new buildings, landscapes and public space. More information can be found at:

<https://www.essexdesignguide.co.uk/qualitypanel/about/>

national and Essex Health and Wellbeing objectives and priorities. These align with the council's corporate objectives; the Joint Essex Health and Wellbeing Strategy<sup>3</sup> and the National Planning Policy Framework on ensuring developments are safe, inclusive, and accessible and promote health and wellbeing. This will also help developers demonstrate their contribution to high-quality growth and delivering the EPOA's Essex Quality Charter.

### **Next Steps**

The scheme will feature on the Essex Design Guide website<sup>4</sup>.

The scheme will also be promoted to developers through the Essex Developers' Forum later this year. Officers are not aware of a similar scheme in the country and so it has attracted significant interest from other Councils and organisations. It is anticipated that other Councils across Essex and indeed across the country will adopt the Livewell Development Accreditation Scheme.

## **APPENDICES**

**Appendix 1** – Livewell Development Accreditation Scheme

## **APPENDICES**

**Appendix 2** – Livewell Developers Charter

## **BACKGROUND PAPERS**

**None**

<sup>3</sup> <https://www.livingwellessex.org/media/621973/jhws-2018-cabinet-aug-2018.pdf>

<sup>4</sup> <https://www.essexdesignguide.co.uk/supplementary-guidance/livewell-development-accreditation/>

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# Livewell Development Accreditation

Guidance for Developers, Planners and Designers





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This guidance document has been produced by Chelmsford City Council in partnership with Essex County Council Public Health and endorsed by Sport England.

This is a voluntary accreditation scheme published in September 2019.

### Contact Details

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## 1. Livewell accreditation scheme background

**Health and wellbeing are intrinsically linked to both individuals and their environment. Health inequalities, (the gap between good and poor health), are heavily influenced by a wide range of socio-economic and environmental factors including housing, education, jobs, and worklessness.**

Planning, therefore, plays a key role in improving health and wellbeing and reducing health inequalities. Planners and developers are recognising the benefit that incorporating health and wellbeing into their development proposals has. Public Health England has called for support from planning to improve the environment with a view to prevent ill-health, improve health and support reducing those health inequalities that are influenced by socio-economic factors and the built and natural environment.

The Essex Design Guide (EDG), has incorporated health and wellbeing into its latest edition published in 2018<sup>1</sup>. This area of the design guide has been developed by multiple health and wellbeing stakeholders and has key areas that should be addressed when designing new places. These are home/ space design; supporting communities; active environment and active design principles; access to healthier food environments; education/skills/employment opportunities; access to services and facilities; and environmental sustainability.

The Essex Planning Officers Association (EPOA) supports the use of Health Impact Assessments (HIA) for residential developments over 50 homes and non-commercial spaces over 1000sq metres. This tool provides an assessment of the above key areas featured in the EDG and ensures that both the positive benefits to health are promoted whilst raising awareness of the potential unintended consequences on health to the development team. These unintended consequences can then be removed or reduced via mitigation.



## Introduction of a voluntary accreditation scheme

It has been raised by multiple stakeholders that developers who are supportive of and are contributing to the health and wellbeing agenda should be recognised. As neither use of the EDG or HIA is statutory, it is proposed that acknowledgement should be through a voluntary accreditation scheme available for any scale of housing scheme within the County of Essex. The design award and accreditation are awarded by the Local Planning Authority and Public Health teams in partnership with the Essex Quality Design Review Panel.

Whilst it is recognised that several accreditation schemes exist nationally, such as BREEAM, Lifetime Homes, BSi, Home Quality Mark, most focus on housing or building design specifically. The NHS Healthy New Towns programme<sup>2</sup> is also looking at how health and wellbeing can be planned and designed into new places through their 10 pilot sites. These sites are testing creative solutions for the health and care challenges of the 21st century, including obesity, dementia and community cohesion.

This Livewell accreditation scheme, therefore, acknowledges developments that are incorporating much wider health and wellbeing benefits throughout their design. It has been made available for developers in Essex to be recognised and rewarded for their contributions to the health and wellbeing agenda. It is considered that acknowledging developments would be of greater benefit for planners and developers as well as the public who can be given some assurance that these environments have the potential to support their health and wellbeing.

A two-stage health and wellbeing assessment is made against specially developed criteria (based on the Essex Design Guide<sup>3</sup> and Essex Healthy Places Guidance) and if the proposal is shown to have the potential to make a positive contribution, the development would be awarded a 'design award' with a subsequent graded accreditation of **bronze, silver or gold** and **highly commended awards** being made after the submission of evidence to the Essex Quality Review Panel<sup>4</sup>. This panel would include representatives from health and wellbeing related professions as well as planners and designers.

Within this scheme, the 10 principles of Active Design developed by Sport England in partnership with Public Health England have been embedded across all categories of assessment to be considered in conjunction with other health and wellbeing elements to recognise developments that have demonstrated the application of these principles. The aim of the Active Design Principles is to promote environments that offer individuals and communities the greatest potential to lead active and healthy lifestyles. Active Design principles are also embedded in the Essex Design Guide with a view of designing and adapting where we live to encourage activity in our everyday lives. The Active Design principles are crucial in ensuring quality is built with a unique identity that will provide environments where people want to live, work and be active and healthy<sup>5</sup>.



### 1.1. Wider benefits of the accreditation scheme

The Livewell accreditation scheme can contribute to achieving a broad number of objectives and priorities within both the national public health framework and the Essex Health and Wellbeing framework. These frameworks align with the council's corporate objectives; the Joint Essex Health and Wellbeing Strategy<sup>6</sup> and the National Planning Policy Framework on ensuring developments are safe, inclusive and accessible, and promote health and wellbeing. This will also help developers demonstrate their contribution to high-quality growth and delivering the EPOA's Essex Quality Charter.

A healthy development is not only influenced by the quality of homes but the quality of the outdoor environment creating spaces that promote people's health, happiness and wellbeing. The accreditation scheme allows developers to highlight their positive contribution to health and wellbeing and to reassure prospective homeowners of how their new community will have the potential to facilitate healthier lifestyles.

Developers can use the accreditation scheme for market differentiation in relation to the quality of their homes and the surrounding environment from other developments in the local area. Accreditation can be a key element in gaining support for the development through early marketing, PR and community engagement, and ultimately increasing asset value. A report by National Home Builders Council (NHBC) and Savills, exploring new-home buyers' priorities for marketing strategies, found that the size and design of living space, quality of neighbourhoods and energy efficiency are often considered to be high on the agenda<sup>7</sup>.

Spatial planning is an enabler of health and wellbeing and has a considerable impact on building better communities with "happier" occupants and new developments result in additional value to the people who live in or near them.

It is difficult to accurately measure the economic impacts of better spatial planning, although a TCPA literature review found that high-quality and good design adds to the economic value which can be quantified in monetary terms<sup>8</sup>.

Similarly, Simetrica prepared a report on behalf of Redrow Housebuilder, to gain a better understanding of the impacts and social value of new developments. The report clearly demonstrates the importance of good housing and place-making to social value, for both communities and individuals<sup>9</sup>. For example, new developments that provide facilities for sporting activities are associated with the additional social value of c£4k to an average Redrow household<sup>10</sup>.

On the other hand, the cost to the NHS for treating medical conditions associated with poor housing has been estimated to be as high as £2.5bn per year, this includes mental ill-health<sup>11</sup>. However, findings in a literature review by TCPA showed that there are many other important intangibles factors from development which



contribute to value, "factors such as health, happiness, and wellbeing with the potential to keep the cost of health services affordable"<sup>12</sup>.

#### The accreditation scheme aims:

- To promote and recognise the highest standards of health and wellbeing in residential-led schemes, in terms of their design and positive contribution to lifestyles supporting health and wellbeing across Essex.

## 2. Scope of Livewell Development Accreditation scheme

### 2.1. Livewell Developer Charter

Developers will have the opportunity to sign up to the 'Livewell Developer Charter', which commits developers to support the health and wellbeing principles within the accreditation scheme. The charter is focused on an annual review process with a minimum requirement for developers to attend health and wellbeing training and on-going monitoring. This allows the developer to promote their commitment to delivering health and wellbeing throughout their business, supporting corporate responsibilities. Signing up to the charter also shows the developer's intention to promote residential schemes for the accreditation process.

### 2.2. Proposed process for Accreditation scheme

Using the Healthy Places Guidance (2019) (which incorporates this new HIA guidance), the developer completes an HIA for submission to the LPA at the pre-app stage (the timing of this submission will vary depending on the local protocol). HIAs will be reviewed by the Public Health Practitioner (PHP) working within the LPA (this is subject to change) and feedback and guidance provided to the case officer.

Applications where the PHP assesses that elements of the HIA findings are unacceptable will be reviewed by Public Health at ECC and advice provided to the applicant/case officer by Public Health on mitigation/enhancement. This mitigation may include the removal of the unintended consequence or measures to mitigate against this identified issue through appropriate planning obligations or amendments to the development proposals which may include resubmission of an HIA.

#### • Stage 1: Livewell Design Award

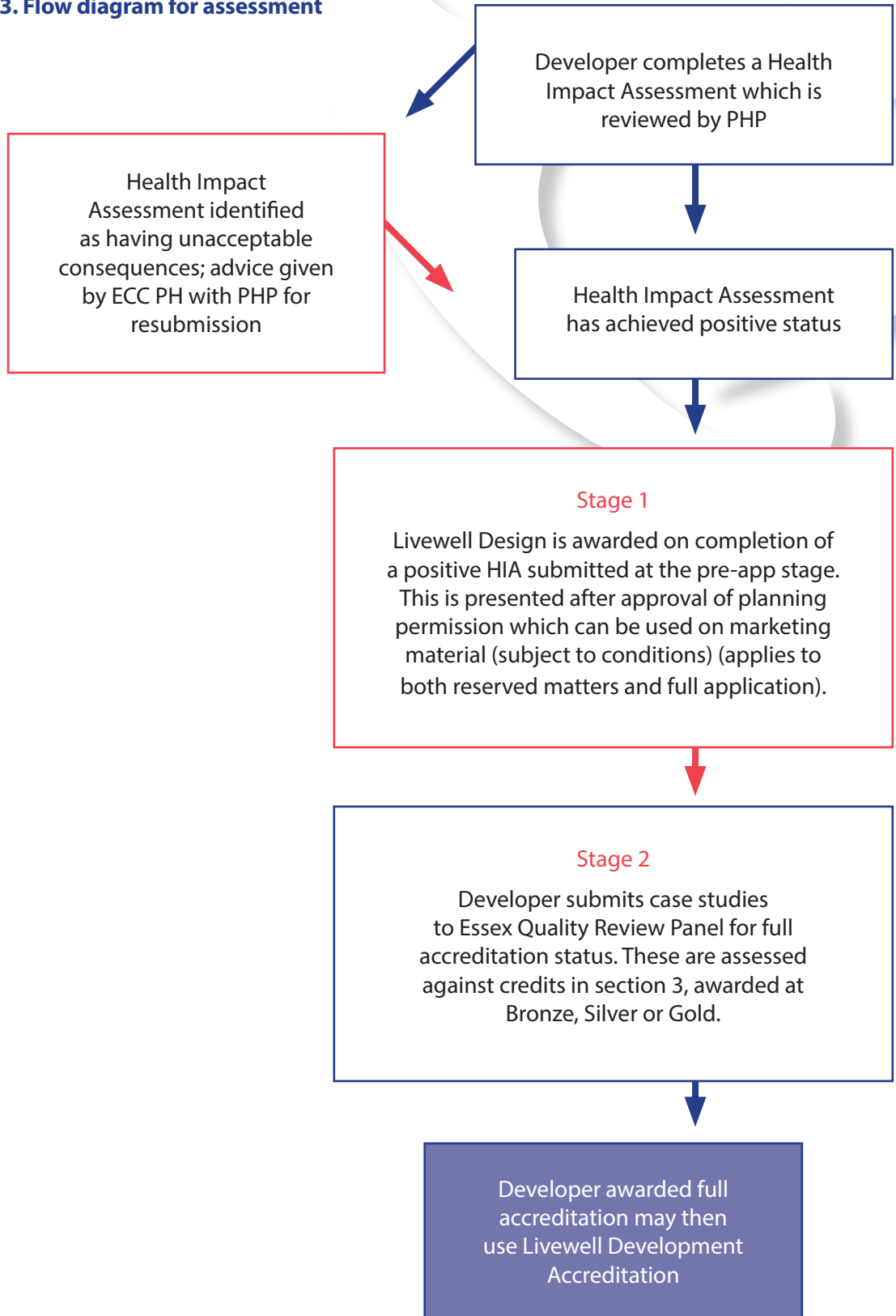
At this stage, developers are assessed on how they have embedded healthy design principles into their emerging schemes which are identified through the Health Impact Assessment or the Healthy Places Checklist submitted at the pre-app stage. However, eligible schemes will receive this award after approval of planning permission and completing a Health Impact Assessment which is assessed as positive. This will be issued through an informative on the decision notice issued by Development Management notifying that the scheme is suitable to receive a Livewell Design Award and to contact the Local Authority to receive this award (refer to conditions below).

#### • Stage 2: Livewell Development Accreditation

At a later agreed stage, the applicant will be expected to provide either a case study/ case studies or additional HIA/s as part of the monitoring process. If the applicant can demonstrate that health and wellbeing is being supported during the operational phase, a subsequent accreditation of **Livewell Development** rather than Livewell Design Award will be awarded at either bronze, silver or gold level subject to approval by the Essex Quality Review Panel. This will be assessed against the categories listed below in section 3. Case studies can be a compilation of evidence which demonstrates how the scheme has provided or met the outcomes of the different categories of assessment. The panel may give further recommendations for ongoing monitoring and evaluation for healthy lifestyle impact.

*\*If the developer chooses not to submit any further evidence, the accreditation of Livewell Design will expire, and the proposal will no longer be supported to receive any further part of the Livewell Accreditation scheme by the LPA issuing this stage of accreditation or by EPOA.*

### 2.3. Flow diagram for assessment



## 2.4. Terms and Conditions of the Accreditation scheme

These Conditions of the accreditation scheme set out requirements for both stage 1 and stage 2.

### a) Accreditation Scheme:

- i. (For phased developments) Any accreditation awarded only covers the phases it relates to; however, this is subject to the whole scheme applying health and wellbeing principles going forward.
- ii. The scheme applies to reserved matters and full applications.
- iii. This accreditation does not replace or prejudice any other requirements needed by planning conditions, other British Standards, Building Regulations or required by third parties, such as Health and Safety, these must be adhered to.
- iv. The scheme may be subject to future revisions.

b) **Award:** Stage 1 Livewell Design Award will be issued on the basis that the scheme will proceed to stage 2 accreditation at an agreed stage.

c) **Award Period:** Stage 1 award is issued with a year of award, for example, 'Livewell Design 2020'. This year stamp will need to be made visible in any livewell associated marketing.

d) **Fees:** Fees will not be refundable.

e) **Panel:** Any panel decision will be final.

f) **Livewell Website:** Developer will use [www.livewellcampaign.co.uk](http://www.livewellcampaign.co.uk) in any livewell accreditation associated marketing. The Essex Design Guide website will include case studies of accredited developments showing what level of accreditation they have achieved in order to promote good practice.

g) **Branding Guidelines:** The livewell brand has set branding guidelines that must be adhered to for all promotional material relating to the accreditation scheme.

h) **Developer Charter and Accreditation:** This only applies to Essex based scheme and is not transferable outside of the County.

## 2.5. Health Impact Assessment

Health Impact Assessment (HIA), a means of assessing the health impacts of a development, forms a crucial part of this accreditation scheme, for more information and guidance about completing an HIA refer to the Essex Healthy Places guidance which can be found on the Essex Design Guide Website<sup>13</sup>. As part of the HIA, it is expected that the Sport England Active Design Checklist will be submitted.

## 2.6. Non-HIA Threshold Schemes (Small Scale Residential Schemes)

If a proposal does not meet the minimum size criteria (50 dwellings +) for an HIA but the applicant wishes to submit their proposal as part of the accreditation scheme, this will be encouraged. It would be expected that a Healthy Checklist would be completed for stage 1 assessment. It is acknowledged that these developments may not be able to demonstrate all elements of the Livewell Accreditation. As such, only the three core categories will be assessed against for stage 2, these are Core Category 1: Design of homes and spaces, Core Category 2: Active Environment and Connectivity and Core Category 3: Environmental Sustainability.

## 2.7. Other schemes

It is possible to apply for retrospective stage 2 accreditation of a scheme which has already been built out. In this instance, an HIA with case study/ studies evidence will need to be submitted.

## 2.8. Fees for the accreditation scheme

The fees for the accreditation scheme are split into three stages.

**Charter** – Please contact the Local Authority to sign up to the charter.

**Stage 1** – Please see local arrangements for the relevant District Council.

**Stage 2** – Please see Essex Quality Review Panel website for information on fees.



### 3. Credits for Assessment

There are 6 categories in total with 3 core categories holding higher points as set out below. Within each standard, there are sub-categories which stage 2 applications will be assessed against. The categories listed below are interconnected and will receive credits for each specific area.

These criteria also cover the Active Design Principles developed by Sport England.

Development proposals will be assessed by a scale on the basis of small scale (Non-HIA schemes) and larger schemes which are 50+ units.

|   |           |
|---|-----------|
| <b>Core Category 1:</b> Design of homes and spaces                      | 20 points |
| <b>Core Category 2:</b> Active environment and connectivity             | 20 points |
| <b>Core Category 3:</b> Environmental Sustainability                    | 20 points |
| <b>Category 4:</b> Supporting Communities                               | 15 points |
| <b>Category 5:</b> Access to healthier food environments                | 15 points |
| <b>Category 6:</b> Improving access to education, skills and employment | 10 points |

**Each category includes the following details:**

- **Aim:** What the standard is seeking to achieve
- **Health Evidence:** How the category can affect health and wellbeing (with links to a detailed evidence base at the end of this document)
- **Detailed criteria:** Further information/ or examples of how the standard can be achieved



### Core Category 1: Design of homes and spaces

**Aim:** This standard aims to encourage, acknowledge and enable the identification of developers improving quality of life through healthy designs of homes and spaces.

**Health Related Evidence:** Living in good quality and affordable housing is associated with numerous positive health outcomes for the general population and those from vulnerable groups. The design of the built environment plays a significant role in influencing health-related behaviours such as nutrition and physical activity.

On the other hand, poor design can have significant adverse environmental, social, and economic effects. Poor housing factors can affect an individual's mental and physical health, through factors such as air quality, lighting, design, and housing tenure. Poor design can undermine an individual's health and increase the risk of social isolation, disrupt community cohesion, and reinforce social inequity.

However, a well-designed environment can overcome many health and wellbeing issues. The provision of multi-functional greenspace with affordable housing can reduce social isolation and fear of crime and enhance social cohesion. Adaptable housing meanwhile can meet varying needs of children, families and older people, while the provision of energy-efficient homes can reduce fuel poverty and any associated poor health outcomes.



## Detailed criteria:

| <b>Core Standard 1: Design of homes and spaces</b>   |  |  |
|--|--|--|
| <b>Points available: 20 (10 essentials scoring 1 point each. 5 desirables scoring 2 points each)</b> |  |  |
| <b>Sub-category</b>  | <b>Credit summary - Essential</b>  | <b>Desirable</b>   |
| <b>Accessible Outdoor Space</b>  | <ol style="list-style-type: none"> <li>1. Development has provided multi-functional open space that is inclusive and accessible for all members of the public and demonstrates how space can cater for a range of uses with multiple social, health and environmental benefits (Supporting Active Design principle 5; Network of Multi-functional Open Space).</li> <li>2. Development has provided opportunities for informal and formal outdoor sports/ physical activity /play space which is inclusive and accessible to all to encourage a range of activities (Supporting Active Design principle 1; Activity for all).</li> <li>3. Development recognises the importance of green/blue/grey infrastructure and incorporates safe and convenient access to green and blue infrastructure throughout the development.</li> <li>4. Development has demonstrated how open spaces will be managed and maintained to ensure the facility remains sustainable over a long-term (e.g. through stewardship agreements) (Supporting Active Design principle 9; Management, maintenance, monitoring and evaluation).</li> <li>5. Development has incorporated public realm improvements (e.g. provision of street furniture).</li> </ol> | <ol style="list-style-type: none"> <li>1. Development has improved access to high-quality green spaces for both new and existing residents in the surrounding communities (enhancing neighbourhood connectivity).</li> <li>2. Demonstration of innovative on-site healthy living activities (for example; Trim Trails/buggy parks/outdoor gyms or the use of digital technology e.g. healthy lifestyles apps or Wi-Fi in public spaces) (Supporting Active Design principle 7; Appropriate Infrastructure).</li> </ol> |
| <b>Good quality and affordable homes</b>   | <ol style="list-style-type: none"> <li>6. Development provides mixed size and type of housing.</li> <li>7. Development provides affordable housing with detail of phasing release for these homes.</li> <li>8. Development has demonstrated homes are well ventilated and remain cool in extreme heat and well insulated for warmer homes in winter.</li> </ol>  | <ol style="list-style-type: none"> <li>3. Development has demonstrated how their design of homes and spaces contributes to health and wellbeing using the life course principle (age-friendly environments, e.g. pavements, early life and adult life, adaptable housing allowing residents to remain in their homes, lifetime homes).</li> </ol>  |
| <b>Homes Standard</b>  | <ol style="list-style-type: none"> <li>9. Building Regulations M / Development has achieved the voluntary national Home Quality Mark framework/ BREEAM standards to showcase the quality of their home.</li> <li>10. Development provides suitable and high-quality living environment for residential occupiers with sufficient internal space, natural light and private amenity space.</li> </ol>   | <ol style="list-style-type: none"> <li>4. Development is well connected to digital infrastructure to incorporate and future proof for new technology.</li> <li>5. The design and use of buildings promote opportunities for physical activity through design features (for example, feature staircases, cycling access ramps, signage and cycle storage). (Supporting Active Design principle 8; Active buildings).</li> </ol>   |

### Core Category 2: Active environment and connectivity

**Aim:** This standard aims to encourage, acknowledge and enable the identification of developers promoting physical activity in their developments through the creation of active environments.

**Health Related Evidence:** According to PHE, one in two women and a third of men in England are damaging their health through a lack of physical activity. Physical inactivity is the fourth-largest cause of disease and disability in the UK and a wealth of evidence makes it evident that an active lifestyle is essential for physical and mental health and wellbeing. The way land is used and creating the right spaces has an immense impact on the public's health.

Evidence suggests strategies that increase mixed land use and investing in infrastructure that supports walking and reducing the time in the car can increase levels of physical activity among all age groups and be effective as health interventions. Building in more physical activity into normal day to day routines such as commuting to work or school involves creating environments that are supportive of active living. NICE guideline (NG90) also identifies the way to improve the physical environment in order to increase the general population's physical activity levels.



## Detailed criteria:

| <b>Core Standard 2: Active environment and Connectivity</b>  |   |  |
|--|---|--|
| <b>Points available: 20 (10 essentials scoring 1 point each. 5 desirables scoring 2 points each)</b> |   |  |
| <b>Sub-category</b>  | <b>Credit summary - Essential</b>   | <b>Desirable</b>   |
| <b>Connected walking and cycling</b>   | <ol style="list-style-type: none"> <li>1. Development has provided direct, convenient, safe walking and cycling routes to centres, key workplaces and schools/places of education (Supporting Active Design principle 3; Connected Walking and Cycling routes).</li> <li>2. Development has provided supporting infrastructure and measures to support walking and cycling in a safe environment (e.g. secure cycle parking, cycle storage, lighting, signage) (Supporting Active Design principle 7; Appropriate Infrastructure).</li> </ol>   | <ol style="list-style-type: none"> <li>1. Development has created a walkable community by providing appropriate clear signage to encourage residents to use active travel and leisure with distance measurements and walking times to key sites (e.g. helping raise awareness of the health benefits of walking). (Supporting Active Design principle 2; Walkable Communities).</li> </ol> |
| <b>Provision of public transport</b>   | <ol style="list-style-type: none"> <li>3. Development has engaged with public transport providers to encourage use of public transport.</li> <li>4. Development has effectively integrated with existing transport infrastructure and services and there is provision of new or enhanced public transport services to site.</li> <li>5. Development supports sustainable modes of transport.</li> </ol>   | <ol style="list-style-type: none"> <li>2. There are Incentives to use public transport (combining active travel and public transport).</li> </ol>  |
| <b>Travel Planning</b>   | <ol style="list-style-type: none"> <li>6. Development has demonstrated use of personalised travel plans for homes, schools, healthcare facilities and other places.</li> </ol>  | <ol style="list-style-type: none"> <li>3. Digital Infrastructure – real time information for transport services.</li> <li>4. Travel planning information has been provided to all new residents via welcome packs.</li> <li>5. Measures reducing car use (e.g. introducing Car Clubs).</li> </ol>  |
| <b>Active Street Design</b>  | <ol style="list-style-type: none"> <li>7. Development has provided streets and spaces that are overlooked.</li> <li>8. Development has demonstrated high quality active street design which promotes inclusive access for all users across all ages. (For example, durable materials, street furniture and signage). (Supporting Active Design principle 6; High Quality Streets and Spaces).</li> <li>9. Development has provided appropriate segregation or shared surfaces between cyclists, pedestrians and vehicle traffic.</li> <li>10. Development has enhanced the safety of local roads by implementing traffic calming measures, including areas around play spaces and schools.</li> </ol> |  |

### Core Category 3: Environmental sustainability

**Aim:** This standard aims to encourage, acknowledge and enable the identification of developers promoting environmental sustainability in their developments through implementing and embedding sustainable measures.

**Health Related Evidence:** Environments that are safe, environmentally sustainable and have good environmental infrastructure to protect against extreme weather events, have good air quality and are not overly exposed to noise nuisance, are those which can be regarded as healthy. An increase in growth can lead to increased traffic and subsequently have an impact on air quality. Air pollution can give rise to significant adverse human health effects and long-term exposure could have an even greater impact.

According to WHO, transport-related air pollution is linked to numerous ill-health conditions such as cancer, cardiovascular disease, and adverse pregnancy and birth outcomes. On the other hand, living in an energy-efficient property can improve general health outcomes and improve mental health. In addition, dwellings that incorporate high levels of natural light and ventilation can help limit confusion and anxiety for people with dementia and help the partially sighted or blind to navigate around the home.



## Detailed criteria:

| <b>Core Standard 3: Environmental sustainability</b>                                       |   |  |
|--|---|--|
| <b>Points available: 20 (10 essentials scoring 1 point. 5 desirables scoring 2 points)</b> |   |  |
| <b>Sub-category</b>  | <b>Credit summary - Essential</b>   | <b>Desirable</b>   |
| <b>Air quality</b>   | <ol style="list-style-type: none"> <li>1. Development has provided electric charging points to support adoption of zero emission vehicles.</li> <li>2. Development has produced a sustainable travel plan to reduce car use and encourage less polluting modes of transport.</li> <li>3. Development has undertaken an Air Quality Impact Assessment (or equivalent).</li> <li>4. There are measures to mitigate indoor air pollution (ventilation).</li> </ol>   | <ol style="list-style-type: none"> <li>1. Development supports activity promotion to the local community, for example cycle training and public bicycle hiring schemes. (Supporting Active Design principle 10; Activity Promotion and Local Champions).</li> <li>2. Development uses alternative materials to help alleviate poor air quality (e.g. Green Roofs/Green Walls – Urban Greening).</li> </ol> |
| <b>Sustainable and energy efficient development</b>  | <ol style="list-style-type: none"> <li>5. Development has implemented measures to enhance exposure to natural daylight for homes.</li> <li>6. High energy efficiency rating for homes (including energy efficient lighting and smart metres) (tackling fuel poverty).</li> <li>7. Water conservation measures are implemented.</li> <li>8. Provision for refuse and recycling storage and collection (waste infrastructure).</li> <li>9. Development has demonstrated how they are adapting to climate change (e.g. flood prevention measures, resilient planting, shading in external areas).</li> </ol> | <ol style="list-style-type: none"> <li>3. Development demonstrates a range of renewable energy and clean energy options (e.g. Solar Panels).</li> </ol>  |
| <b>Responsible sourced materials</b>   | <ol style="list-style-type: none"> <li>10. Developer demonstrates use of sustainable construction techniques whenever possible in the building construction process (e.g. low emission construction vehicles).</li> </ol>   | <ol style="list-style-type: none"> <li>4. Development uses locally sourced materials for building and construction.</li> <li>5. Development has demonstrated use of the BRE Green Guide to look at environmental impacts of construction material.</li> </ol>  |

#### Category 4: Supporting Communities

**Aim:** This standard aims to encourage, acknowledge and enable the identification of developers supporting communities in their developments.

**Health Related Evidence:** Social and community networks are essential for health and wellbeing. Evidence shows that neighbourhood characteristics can have an impact on health, with worse general health and poorer mental wellbeing relatively associated with disadvantaged and deprived neighbourhoods.

The built environment can have a significant impact on whether a person becomes socially isolated. For example, neighbourhoods with antisocial behaviour can increase isolation and community fear. Perceptions of an unsafe neighbourhood can have negative health outcomes and prevent people from using the built and natural environment to undertake exercise.

It is recognised that health assets exist at the community level and they help build resilient communities and reduce social isolation and loneliness. The provision of local amenities can also help improve social engagement and mobility. Mixed developments with access to schools, recreational centres and social amenities can increase physical activity among children, adolescents and older adults. Environmental improvements also have the potential to contribute to the reduction of fear of crime such as implementing natural surveillance measures. It is essential to ensure that new developments can support and build environments that promote social and community participation.





## Detailed criteria:

| <b>Standard 4: Supporting Communities</b>   |  |   |
|---|--|---|
| <b>Points available: 15 (7 Essential scoring 1 point. 4 Desirable scoring 2 points)</b> |  |   |
| <b>Sub-category</b>   | <b>Credit summary - Essential</b>  | <b>Desirable</b>  |
| <b>Provision of community facilities</b>  | <p>1. Community facilities are provided timely as a part of new development to help people feel connected and to provide a local destination.</p> <p>2. Development provides for the co-location of community facilities such as healthcare facilities, early years nurseries and childcare facilities, key retail, community and open-space. This helps to create multiple reasons to visit a destination, helps to promote physical activity and reduce social isolation. (Supporting Active Design principle 4; Co-location of community facilities).</p> | <p>1. Development has provided access to facilities that support self-care.</p> <p>2. Development has designated non-smoking areas in local retail centres/neighbourhood centres and public areas, open spaces.</p>   |
| <b>Reducing social isolation through design</b>   | <p>3. The mixed tenure housing is distributed across the development to facilitate community integration and development has demonstrated how existing communities are connected and not isolated from new developments.</p>   | <p>3. Development has identified type of community facilities that would be most beneficial and inclusive for vulnerable members of the community and supports activity promotion and local champions. (Supporting Active Design principle 10; Activity promotion and local champions).</p> |
| <b>Personal safety and crime/fear of crime</b>  | <p>4. There is creation of safe public spaces through good landscaping and development has incorporated good, consistent and well-designed lighting throughout the development along with natural surveillance measures.</p> <p>5. Development has enhanced the safety of local roads by implementing traffic calming measures, including areas around play space and schools.</p>   | <p>4. Secured by design or evidence of personal safety measures included.</p>   |
| <b>Engagement and consultation with local community</b>                                 | <p>6. Development has engaged with local communities about the new development and provision for community facilities. (Supporting Active Design principle 10; Activity Promotion and Local Champions).</p> <p>7. Development has provided 'welcome pack' or similar material to ensure residents are aware of and signposted to community facilities.</p>   |   |

### Category 5: Access to healthier food environments

**Aim:** This standard aims to encourage, acknowledge and enable the identification of developers who are increasing access to healthier food environments.

**Health Related Evidence:** Deprivation, excess weight and levels of obesity are significantly associated with living within close proximity of fast food takeaway outlets. The food environment plays an important role in promoting a healthy diet; this, however, is influenced and determined by several factors. Access to healthier food choices can have a direct and indirect impact on the determinants of health. Evidence shows that vulnerable groups including those on a low income, children and those of certain ethnicities, are less likely to achieve a healthy and balanced diet. Evidence also shows that increasing the provision of, and access to, low-cost healthier food, could be an effective intervention. Promoting access to healthy and locally sourced food and increasing opportunities for food growing not only helps tackle food poverty but also contributes to increasing active lifestyles and wider environmental and social benefits.



### Detailed criteria:

| <b>Standard 5: Access to sustainable and healthier food environments</b>                                 |   |  |
|--|---|--|
| <b>Points available: 15 (5 Essential credits scoring 1 points: 5 Desirable credits scoring 2 points)</b> |   |  |
| <b>Sub-category</b>  | <b>Credit summary - Essential</b>   | <b>Desirable</b>   |
| <b>Provision of and access to allotments and adequate garden space</b>                                   | <ol style="list-style-type: none"> <li>1. Development maintains or enhances existing opportunities for food growing (e.g. urban farming) and prevents the loss of food-growing spaces.</li> <li>2. Opportunities are provided for households to own or have safe and convenient access to space to grow food.</li> </ol>  | <ol style="list-style-type: none"> <li>1. Development provides space for green space projects such as community gardening (e.g. orchards).</li> <li>2. Grow your own food space within schools (or equivalent).</li> <li>3. Public realm includes edible foods (e.g. edible cities) for community consumption, including signage and information.</li> </ol>             |
| <b>Decreased exposure to unhealthy food environments</b>   | <ol style="list-style-type: none"> <li>3. Development avoids unhealthy hot-food takeaways (A5 uses) by taking account of existing food environment.</li> <li>4. Development takes account of existing hot food takeaways in proximity to schools and other facilities for children, young people and families and provides mitigation.</li> <li>5. Development has demonstrated how it supports a healthier community food environment by providing access to food outlets with affordable healthy food choices (e.g. grocery stores).</li> </ol> | <ol style="list-style-type: none"> <li>4. Development supports local healthy eating initiatives in the provision of food retail offers (such as TuckIN)</li> <li>5. Development supports healthier food environments by providing access to/ supporting local food distribution networks and (e.g. providing community retail space for local food producers)</li> </ol> |

## Category 6: Improving access to education, skills and employment

**Aim:** This standard aims to encourage, acknowledge and enable the identification of developers who are supporting communities with regards to education, skills and employment.

**Health Related Evidence:** Access to education and employment are part of the wider determinants of health and wellbeing. A lack of access to these services can have a negative impact on health and wellbeing, with unemployment significantly linked to deprivation, health inequalities and poorer health outcomes. It is essential to create environments that can support and promote education and employment for people at different life stages and with different needs, supporting good health and wellbeing, producing a productive workforce and attracting and retaining businesses. It is also essential to ensure access to these services is increased to support social mobility, ensuring that there are good opportunities for all.



### Detailed criteria:

| <b>Standard 6: Improving access to Education, skills and employment</b>   |  |   |
|---|--|---|
| <b>Points available: 10 (6 Essential credits scoring 1 point each: 2 Desirable credits scoring 2 points each)</b> |  |   |
| <b>Sub-category</b>   | <b>Credit summary - Essential</b>  | <b>Desirable</b>  |
| <b>Access to educational and employment areas</b>   | <ol style="list-style-type: none"> <li>1. Development supports sustainable transport access to educational and employment sites.</li> <li>2. The local and neighbourhood centre is easy to get to by public transport and is on walking and cycling networks.</li> <li>3. Development provides capacity, location and accessibility of other social infrastructure (schools).</li> <li>4. Development provide access to outdoor space for breaks/rest periods for on-site employment areas.</li> </ol> | <ol style="list-style-type: none"> <li>1. Development allows for flexible working/home working options/live-work unit opportunities (e.g. Home spaces or in local neighbourhood centres).</li> <li>2. Development provides affordable business space and childcare provision facilities to make employment opportunities easier to access.</li> </ol> |
| <b>Training during construction</b>   | <ol style="list-style-type: none"> <li>5. Apprenticeship and skills development programmes are in place (expand).</li> <li>6. On-site training for construction workers to support skills development and future proofing workforce skills.</li> </ol>   |   |

## 4. Scoring and rating process

There are three levels of achievement that can be attained through the Livewell Development (Stage 2) accreditation process; Gold, Silver and Bronze. The schemes that show innovation or outstanding best practice have the opportunity to be awarded a highly commended award at the discretion of the panel members. Evidence would need to be demonstrated as part of the case study submission.

| <b>Scoring Matrix</b>  |                               |  |  |
|--|-------------------------------|--|--|
| <b>Standards</b>   | <b>Total Points Available</b> | <b>Essential Criteria (each worth 1 point)</b>   | <b>Desirable Criteria (each worth 2 points each)</b> |
| <b>Core Category 1:</b> Design of homes and spaces   | 20                            | 10   | 5 credits (worth 10 points)                          |
| <b>Core Category 2:</b> Active environment and connectivity  | 20                            | 10   | 5 credits (worth 10 points)                          |
| <b>Core Category 3:</b> Environmental Sustainability   | 20                            | 10   | 5 credits (worth 10 points)                          |
| <b>Category 4:</b> Supporting Communities  | 15                            | 7  | 4 credits (worth 8 points)                           |
| <b>Category 5:</b> Access to healthier food environments   | 15                            | 5  | 5 credits (worth 10 points)                          |
| <b>Category 6:</b> Improving access to education, skills and employment  | 10                            | 6  | 2 credits (worth 4 points)                           |
| <b>Totals</b>  | <b>100</b>                    | <b>48</b>  | <b>52</b>  |
| <b>Small Scale Schemes</b>   |                               | <b>Large Scale</b>   |  |
| <b>Small Scale Livewell Development Award:</b><br>Scoring 30 to 60 points for core categories only<br><br><b>Small Scale+ Livewell Development Award:</b><br>Highly commended schemes that have shown innovation above and beyond the core categories. |                               | <b>No Accreditation:</b> 47 and below<br><br><b>Bronze:</b> (all essential criteria met) scoring <b>48 points</b><br><br><b>Silver:</b> (all essential criteria met) scoring 48 point plus up to 10 desirable criteria – <b>49-69 points</b><br><br><b>Gold:</b> (all essential criteria met) scoring 48 points plus 11 or more of the desirable criteria – <b>70 – 100 points</b> |  |

Unclassified rating is for developments that have failed to meet the Livewell Development accreditation standards demonstrated in their case study/studies and Health Impact Assessment.

## 5. Making an application and submitting evidence

To make an application for the accreditation scheme, developers can express their interest to the Development Management team at pre-application or planning applications stage.

As part of the sign up to the developer charter, developers will be able to access advice and guidance on the completion of the HIA with Public Health. Further guidance on the preparation of an HIA can also be found on the Essex Design Guide website.

The stage 1 design award is awarded on completion of a Health Impact Assessment that has achieved a positive status through an assurance review and receiving appropriate planning permission.

For stage 2 accreditation the developer will need to submit detailed documentary evidence of built schemes to the Essex Quality Review Panel which serve to confirm that the development is in accordance with evidence provided at stage 1.

### 5.1. Essex Quality Review Panel

The Essex Quality Review Panel will be used to assess applications for accreditation as part of the stage 2 process. This panel will include representatives from Planning and Design teams, together with representatives from Public Health. It is anticipated that this panel would meet twice a year. For detailed information regarding the type of information required for submission for stage 2 and the timings of the panel please see the Essex Quality Review Panel website:

<https://www.essexdesignguide.co.uk/qualitypanel>



## 6. Glossary of references and evidence

The table below sets out further information and links to useful policy or good practice documents.

| Standard                                 | Evidence Base and further information   |
|--|---|
| <p><b>Design of homes and spaces</b></p> | <ul style="list-style-type: none"> <li>• Kondo, M., Hohl, B., Han, S. and Branas, C. (2016). Effects of greening and community reuse of vacant lots on crime. [online] NCBI. Available at: <a href="https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5436723/">https://www.ncbi.nlm.nih.gov/pmc/articles/PMC5436723/</a> [Accessed 3 Dec. 2018].</li> <li>• Retting, R., Ferguson, S. and McCartt, A. (2003). A review of evidence-based traffic engineering measures designed to reduce pedestrian-motor vehicle crashes. - PubMed - NCBI. [online] Pub Med. Available at: <a href="https://www.ncbi.nlm.nih.gov/pubmed/12948963">https://www.ncbi.nlm.nih.gov/pubmed/12948963</a> [Accessed 7 Nov. 2018].</li> <li>• Researchbriefings.files.parliament.uk. (2016). Green Space and Health: Postnote. [online] Available at: <a href="https://researchbriefings.files.parliament.uk/documents/POST-PN-0538/POST-PN-0538.pdf">https://researchbriefings.files.parliament.uk/documents/POST-PN-0538/POST-PN-0538.pdf</a> [Accessed 7 Nov. 2018].</li> <li>• Public Health England. (2017). Spatial Planning for Health An evidence resource for planning and designing healthier places. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf</a> [Accessed 20 Nov. 2018].</li> <li>• Public Health England (2014). Local action on health inequalities: Improving access to green spaces. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/355792/Briefing8_Green_spaces_health_inequalities.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/355792/Briefing8_Green_spaces_health_inequalities.pdf</a> [Accessed 3 Nov. 2018].</li> <li>• Institute of Healthy Equity. (2018). Healthy High Streets: Good place-making in an urban setting. [online] Available at: <a href="http://www.instituteoftheequity.org/resources-reports/healthy-high-streets-good-place-making-in-an-urban-setting/healthy-high-streets-phe.pdf">http://www.instituteoftheequity.org/resources-reports/healthy-high-streets-good-place-making-in-an-urban-setting/healthy-high-streets-phe.pdf</a> [Accessed 3 Dec. 2018].</li> <li>• WHO (2007). Global Age-friendly Cities: A Guide. [online] Who.int. Available at: <a href="https://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf">https://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf</a> [Accessed 7 Nov. 2018].</li> <li>• WHO Europe (2017). Urban green spaces: a brief for action</li> <li>• Public Health England (2014). Local action on health inequalities: improving access to green spaces.</li> <li>• NHS (2019) The Long-Term Plan <a href="http://www.longtermplan.nhs.uk">www.longtermplan.nhs.uk</a></li> </ul> |

| Standard                                   | Evidence Base and further information   |
|--|---|
| <b>Active environment and connectivity</b> | <ul style="list-style-type: none"> <li>• Ward, J., Duncan, J., Jarden, A. and Stewart, T. (2016). The impact of children's exposure to greenspace on physical activity, cognitive development, emotional wellbeing, and ability to appraise risk. [online] Science direct. Available at: <a href="https://www.sciencedirect.com/science/article/abs/pii/S135382921630048X">https://www.sciencedirect.com/science/article/abs/pii/S135382921630048X</a> [Accessed 14 Nov. 2018].</li> <li>• Lakerveld, J., den Braver, N., Rutters, F., Schoonmade, L., Brug, J. and Beulens, J. (2017). Built environmental characteristics and diabetes: a systematic review and meta-analysis: Joreintje Mackenbach. [online] Oxford Academic. Available at: <a href="https://academic.oup.com/eurpub/article/27/suppl_3/ckx187.701/4556662">https://academic.oup.com/eurpub/article/27/suppl_3/ckx187.701/4556662</a> [Accessed 12 Nov. 2018].</li> <li>• Nice.org.uk. (2018). Physical activity and the environment. [online] Available at: <a href="https://www.nice.org.uk/guidance/ng90">https://www.nice.org.uk/guidance/ng90</a> [Accessed 7 Jun. 2019].</li> <li>• Ostergaard, L., Borrestad, L., Tarp, J. and Bo Andersen, L. (2012). Bicycling to school improves the cardiometabolic risk factor profile: a randomised controlled trial. [online] BMJ Open. Available at: <a href="https://bmjopen.bmj.com/content/2/6/e001307">https://bmjopen.bmj.com/content/2/6/e001307</a> [Accessed 7 Nov. 2018].</li> <li>• Frank LD, Andresen MA, Schmid TL. Obesity relationships with community design, physical activity, and time spent in cars. <i>Am J Prev Med</i> 27, 87-96</li> <li>• Public Health England. (2017). Spatial Planning for Health An evidence resource for planning and designing healthier places. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf</a> [Accessed 20 Nov. 2018].</li> <li>• PHE. (2013). Obesity and the environment: increasing physical activity and active travel. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/256796/Briefing_Obesity_and_active_travel_final.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/256796/Briefing_Obesity_and_active_travel_final.pdf</a> [Accessed 7 Dec. 2018].</li> <li>• Sport England (2015). Active Design Planning for health and wellbeing through sport and physical activity. [online] Sport England. Available at: <a href="https://www.sportengland.org/media/3426/spe003-active-design-published-october-2015-email-2.pdf">https://www.sportengland.org/media/3426/spe003-active-design-published-october-2015-email-2.pdf</a> [Accessed 7 Nov. 2018].</li> <li>• Sport England (2018). Active Design Case Study Essex Design Guide: building activity into new development (online) Available at <a href="https://www.sportengland.org/media/13816/active-design-essex-design-guide-case-study.pdf">https://www.sportengland.org/media/13816/active-design-essex-design-guide-case-study.pdf</a> (Accessed 3 Jun. 2019)</li> <li>• WHO (2007). Global Age-friendly Cities: A Guide. [online] Who.int. Available at: <a href="https://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf">https://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf</a> [Accessed 7 Nov. 2018].</li> </ul> |



| Standard                            | Evidence Base and further information  |
|-------------------------------------|--|
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| Standard  | Evidence Base and further information   |
|---|---|
| <b>Access to healthier food environments</b>                | <ul style="list-style-type: none"> <li>• Public Health England. (2017). Spatial Planning for Health An evidence resource for planning and designing healthier places. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/729727/spatial_planning_for_health.pdf</a> [Accessed 20 Nov. 2018].</li> <li>• Public Health England (2019). Healthy people, healthy places briefing Obesity and the environment: regulating the growth of fast food outlets. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/296248/Obesity_and_environment_March2014.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/296248/Obesity_and_environment_March2014.pdf</a> [Accessed 3 Jun. 2019].</li> </ul>   |
| <b>Improving access to education, skills and employment</b> | <ul style="list-style-type: none"> <li>• WHO (2007). Global Age-friendly Cities: A Guide. [online] Who.int. Available at: <a href="https://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf">https://www.who.int/ageing/publications/Global_age_friendly_cities_Guide_English.pdf</a> [Accessed 7 Nov. 2018].</li> <li>• Royal Town Planning Institute. (2016). Poverty, place and inequality. [online] Available at: <a href="https://www.rtpi.org.uk/media/1811222/poverty_place_and_inequality.pdf">https://www.rtpi.org.uk/media/1811222/poverty_place_and_inequality.pdf</a> [Accessed 3 Jun. 2019].</li> <li>• Social Mobility Commission. (2017). State of the Nation 2017: Social Mobility in Great Britain. [online] Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/662744/State_of_the_Nation_2017_-_Social_Mobility_in_Great_Britain.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/662744/State_of_the_Nation_2017_-_Social_Mobility_in_Great_Britain.pdf</a> [Accessed 3 Jun. 2019].</li> <li>• Local.gov.uk. (2016). Health, work and health-related worklessness: A guide for local authorities. [online] Available at: <a href="https://www.local.gov.uk/sites/default/files/documents/health-work-and-health-re-904.pdf">https://www.local.gov.uk/sites/default/files/documents/health-work-and-health-re-904.pdf</a> [Accessed 3 Jun. 2019].</li> </ul> |

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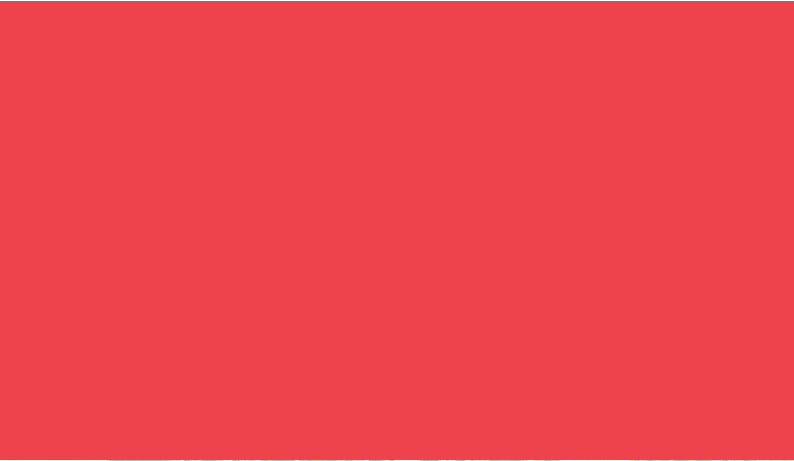
## Get in touch

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# Livewell Developer Charter



## 1. Livewell

We recognise that there is a real need to collectively find solutions that contribute towards wellbeing and prevent ill-health in order to reduce cost to the NHS on social care and health. The livewell vision is to be an instantly recognisable and trusted identity working to improve the health and wellbeing of Essex residents.

## 2. Health and Planning

The built and natural environments are major determinants of health and wellbeing. We can help improve health and wellbeing and reduce health inequalities by building strong, vibrant and healthy communities; creating healthy living environments that are supportive of active travel, community engagement, have access to healthier food environments and provide well designed homes and open spaces.

## 3. Developers Commitment

This Livewell Developer Charter includes 6 commitments that developers agree to support to promote health and wellbeing within their business and corporate responsibilities.

*\*See Livewell Development Accreditation document for more information\**

### We commit to supporting the following principles in the delivery of residential schemes:

- **Good design of homes and open spaces:**  
Ensuring homes can be adapted for use over the lifetime and use of the Lifetime Neighbourhoods guidance
- **Increasing access to active environments using active design principles:**  
Use Sport England Active Design Principles jointly prepared with Public Health England advising how to increase activity through the design process.
- **Environmental sustainability:**  
Ensuring homes and communities can respond to climate and weather extremes. Ensuring there are considerations of the environmental impact of the construction phase.
- **Encouraging neighbourhoods and community cohesion:**  
Provision of infrastructure for communities and engagement with communities. Ensure communities are accessible and inclusive with opportunities to socialise.
- **Increasing access to healthier food environments:**  
Support the promotion of healthier food options and ensure that communities can access healthy food environments through active travel modes or public transport.
- **Promoting active travel and improving access to education, skills and employment:**  
Ensuring new residential schemes have facilities that support active travel such as cycle storage facilities. Ensure connectivity between existing active routes and new routes and to key destinations.

## 4. Local Authority Commitment

As part of the Local Authority's commitment to this Livewell Charter, we commit that:

- An annual training event will be provided for Health Impact Assessments and other relevant health related topics
- Access to advice and guidance from Public Health at ECC and public health practitioners
- Support for Livewell design applications

This charter is to be reviewed annually in partnership with the Local Authority, Public Health and the Livewell Panel. Any use of the livewell branding must adhere to the livewell Branding Guidelines.

Approved by (LPA Representative):

Date

Signed on behalf of (Developer Representative):

Date



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