

# PLANNING POLICY AND LOCAL PLAN COMMITTEE

31 MAY 2022

## REPORT OF THE ACTING DIRECTOR (PLANNING)

### A.1. JAYWICK SANDS PLACE PLAN SUPPLEMENTARY PLANNING DOCUMENT

(Report prepared by Anthony Brindley)

#### PART 1 – KEY INFORMATION

<b>PURPOSE OF THE REPORT</b>
To seek the Planning Policy and Local Plan Committee's support for an initial consultation in relation to the Jaywick Sands Place Plan Supplementary Planning Document (SPD) and for Members to note the information contained in the Jaywick Sands Interim Report April 2022.
<b>EXECUTIVE SUMMARY</b>
<p>The regeneration of Jaywick Sands, which is a corporate priority, currently comprises two key work streams:</p> <ul style="list-style-type: none"><li>- The Jaywick Sands Place Plan SPD; and</li><li>- The Jaywick Sands Design Guide SPD (outlined in a separate committee report);</li></ul> <p>The purpose of the Place Plan is to provide a long term strategy for the regeneration of Jaywick Sands with the main objectives being to:</p> <ul style="list-style-type: none"><li>• Transform housing quality and the built environment;</li><li>• Ensure long term flood resilience;</li><li>• Create greater connectivity to neighbouring areas;</li><li>• Attract commerce &amp; new economic opportunities; and</li><li>• Improve people's life chances, access to public services &amp; health &amp; wellbeing</li></ul> <p>As part of producing this strategy, it is essential to engage in consultation with the local community and stakeholders at an early stage. The proposed consultation strategy (Appendix 1) will be a mixture of in-person engagement including drop-in sessions as well as digital engagement including an online presentation and survey with short explainer videos.</p> <p>The content of the consultation strategy has been informed by the Jaywick Sands Place Interim report. This provides an analysis of the current problems and base line conditions as well as potential solutions although, at this stage, it does not prescribe a preferred approach.</p>
<b>RECOMMENDATIONS</b>
<b>That the Planning Policy and Local Plan Committee:</b>

1. reviews the Consultation Strategy (Appendix 1) and Jaywick Sands Place Plan Interim Report April 2022 (Appendix 2) and agrees for its comments (if any) to be passed onto Cabinet; and
2. recommends to Cabinet that an initial consultation be undertaken to inform the production of the Jaywick Sands Place Plan in line with the Consultation Strategy (Appendix 1).

## PART 2 – IMPLICATIONS OF THE DECISION

### DELIVERING PRIORITIES

A corporate priority of the Council is supporting the community in Jaywick Sands, in particular, with more and better housing.

### RESOURCES AND RISK

**Resources:** TDC Officers are managing this project with HAT Projects Ltd undertaking the production of the document and the consultation exercise.

**Risks:** Undertaking consultation with residents will involve the residents in the production of the Place Plan. This should lower the risk of public opposition and the plans not being able to be implemented.

### LEGAL

Policy PP14 of the Tendring Local Plan states that 'Brooklands', 'Grasslands' and 'the Village' areas of Jaywick Sands are Priority Areas for Regeneration. The policy states that 'these areas will be a focus for investment in social, economic and physical infrastructure and initiatives to improve vitality, environmental quality, social inclusion, economic prospects, education, health, community safety, accessibility and green infrastructure.' Paragraph 6.10.5 continues by stating that 'In order to achieve this, the Council in collaboration with the Coastal Communities Team, is producing the Jaywick Sands Place Plan. This will provide a development framework for the physical regeneration of Jaywick Sands facilitating the provision of new flood resilient homes built to modern building standards which will provide a high standard of accommodation for existing residents as well as providing land for employment opportunities and recreation and amenity areas. Public consultation will be key to its production and the Council recognise that only with the support of the local community will the proposals be deliverable.

The Jaywick Sands Place Plan SPD is being prepared under the terms of the Planning and Compulsory Purchase Act 2004 (as amended) and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) (Regulations 11-16).

The process for preparing SPD's is similar to a Local Plan document. However, an SPD is not subject to an independent examination by the Planning Inspectorate. There are four main stages in their production:

1. Preparation and informal consultation
2. Statutory Consultation (four to six weeks)
3. Consideration of representations and completion of the final draft of the SPD
4. Adoption of the SPD

The Committee report requests comments from the Members of the Planning Policy and Local Plan Committee and, a recommendation to Cabinet to proceed with Stage 1 of the process with the informal consultation exercise.

There is not a legal requirement for SPD's to be accompanied by a Sustainability Appraisal and this is reinforced in national planning guidance. However, in exceptional circumstances, there may be a requirement for SPD's to be subject to a Strategic Environmental Assessment (SEA) where it is considered likely that they may have a significant effect on the environment that has not already been assessed within the SEA of the Local Plan. A screening exercise will be carried out to determine whether the Place Plan requires a SEA as well as an Appropriate Assessment (under the Habitats Regulations) given its location to internationally important habitat sites.

Following the Stage 1 informal consultation exercise, the Council and its consultants will carefully consider all representations received before producing an updated draft version of the Place Plan for statutory consultation (Stage 2).

## OTHER IMPLICATIONS

**Crime and Disorder:** In producing the Place Plan, the Police will be consulted so that measures to lower the opportunity and frequency of crime can be mitigated.

**Equality and Diversity:** The SPD will be subject to an Equalities Impact Assessment (EQIA) at the appropriate stage.

**Health Inequalities:** The general health in Jaywick Sands is comparatively poor, with over 20% of residents in bad health or very bad health according to 2011 census data. Across Jaywick Sands only 25% of residents are in very good health, while Tendring district averages at just under 40%, an nearly 50% nationally. There is not much variation, though Brooklands and Grasslands are worse, with poor health almost five times higher than the national average. As this area actually has the youngest age profile of all the Jaywick Local Super Output Areas, it is particularly concerning that the concentration of poor health is found in this area. This also correlates with the Index of Multiple Deprivation data on health. The improvements in housing will improve the living standards of residents and result in less health inequalities.

**Area or Ward affected:** West Clacton and Jaywick Sands Ward

**Consultation/Public Engagement:** See 'consultation' section below and Appendix A.

## **PART 3 – SUPPORTING INFORMATION**

### **BACKGROUND**

The regeneration of Jaywick Sands currently comprise two key work streams:

- The Jaywick Sands Place Plan; and
- The Jaywick Sands Design Guide SPD (outlined in a separate committee report);

The aims of the Place Plan, as stated in the Tendring Local Plan, is to "provide a development framework for the physical regeneration of Jaywick Sands facilitating the provision of new flood resilient homes built to modern building standards which will provide a high standard of accommodation for existing residents as well as providing land for employment opportunities and recreation and amenity areas."

In line with the Tendring Local Plan, the Place Plan objectives are to:

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

The Place Plan will also allow the Council to present a coordinated regeneration strategy which is costed and form the basis to bid for Government monies and grants.

In the absence of a Place Plan, the present situation of residents living in inadequate private and rented accommodation will continue. The problems are likely to escalate over time, and, given the historical rate of development on Jaywick Sands, the probability is only a small number of new or replacement dwellings will be constructed. In the scenario of a flood event, the current properties will provide only minimal protection. The level of accommodation is a very significant contributor to Jaywick Sands being listed as the most deprived area in the country; this would continue. Overall, the absence of a Place Plan will mean development and regeneration in Jaywick Sands will occur on a piecemeal basis or not happen at all, with the Council only having a limited ability to seek funding for regeneration projects.

HAT Projects (with Igloo Regeneration) have been commissioned to undertake this work.

## JAYWICK SANDS PLACE PLAN SPD

### Consultation

The initial consultation stage will inform the production of the draft Place Plan which will contain a proposed regeneration strategy for Jaywick Sands. The purpose of the consultation is to inform this process.

#### Aims and outcomes:

The aims of the consultation are to achieve the following:

- Centering the community in the process – ensuring that the commitment to developing the regeneration strategy through genuine community collaboration is carried through.
- Better informed local community about key issues, with a realistic understanding of the options, scenarios and risks.
- Insight into local community priorities– building and updating the evidence base for developing the Place Plan, understanding what incentives, risks and mitigation might be successful from a community perspective (user research).
- Building trust with the community and celebrating successes already achieved.

#### Key messages

- Real progress is already being made on the ground with projects that have already been implemented or are currently in delivery, led both by TDC and others – celebrating success.
- This is the next step in developing broader plans for improving Jaywick Sands for the benefit of the whole community. There will be many more steps in the process.
- Flood risk is real and increasing all the time and this will affect the most vulnerable residents the most. The risk to the community is increased by the poor quality of many of the homes in Jaywick Sands, so improving housing and flood safety need to go hand in hand.
- Relocation of the community and Compulsory Purchase Order/comprehensive redevelopment are not being considered at the present, as we believe these are not what the community wants to see.
- Doing nothing is not an option – while change will take a long time and have many challenges, the issues that Jaywick Sands faces are serious and must be tackled.

#### Consultation channels:

In person engagement:

- Attend meetings of Jaywick Community Forum, Jaywick Sands Coastal Community Forum, Jaywick Sands Revival CIC.
- Attend Jaywick Networking Group meeting (to be held at Community Resource Centre) – this brings together groups and service providers.
- Drop-in morning/day at Inclusion Ventures.

- Drop-in morning/day at Martello Tower.
- Event with Frobisher Academy Primary School – for children, parents and teachers (e.g. special assembly, after school drop in).
- Offer to attend other events organised by local groups.

#### Digital engagement

- Online presentation and survey with short explainer videos.
- Webinar(s).

The consultation will be publicised in the following ways:

- Printed flyer distributed to all addresses in Jaywick Sands.
- Digital and social media communications and advertising.
- Posters distributed to local shops and venues.
- Advertise at Green Elms Surgery (rolling digital display screens).
- Brief Essex Police.
- Brief TDC Ambassadors.
- Teresa Enys can send out information through the Jaywick Networking Group.
- Engage with faith groups.

The consultation events are timetabled for September 2022. The indicative detailed questionnaire is shown in Appendix 1.

### **Supporting Report – Jaywick Sands Place Plan: Interim Report**

The interim report supports the first phase of public consultation on the Place Plan, commissioned by Tendring District Council. The report outlines the strategic, physical and social context for the Place Plan and work to date to develop potential strategies for Jaywick's renewal. It does not yet present a final proposition as this must be guided by the feedback obtained through consultation with the local community and stakeholders. The final framework is also dependent on the Environment Agency's ongoing work to review flood defences along the Jaywick and West Clacton coastline. This report has been produced by HAT Projects with input from Igloo Regeneration.

The following sections are the most relevant for the Committee's consideration:

Page 6 of the interim report describes how the objectives map to tangible and measurable outcomes, and how the Place Plan can directly or indirectly help to achieve them. For each objective a range of proposed success indicators is set out, which have been developed by the project team. Those indicators marked with an \* are indicators which form part of the Index of Multiple Deprivation assessment and therefore improvements to those would directly impact on the measured deprivation of Jaywick Sands.

Section 8 on the interim report assesses initial strategic options with paragraph 8.8 refining these to realistic options for further development and appraisal and for public consultation as:

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

The report states that, in most cases, upgrading of properties will not be possible. As a result, new housing will need to be constructed. Previous initiatives of this kind have resulted in 'backfilling' of the vacated property without improvements being made. Mechanisms to deal with this scenario are currently being assessed.

Section 9 shows an indicative outline masterplan for the development on land either side of Lotus Way. The options outlined above could be combined into a composite preferred option which could incorporate both development on undeveloped land within the settlement boundary, development of Tendring District Council or other currently vacant plots, and public realm and other 'quick win' projects and this is shown as a 'composite' option in section 12.

Section 13 of the report assesses the implications of improvements to the flood sea defence. The report states that 'the quality and character of the beach is a key asset, but raising sea defences presents the risk that the community will become completely visually and physically detached from the sea, and that this would further depress values in the area, negating the economic benefit that would usually follow from the assurance of protection against flooding.' The Environment Agency are currently undertaking modelling and design options appraisals for improved flood defences along the Clacton to St Osyth seafront, which includes Jaywick Sands. While this study has not yet been completed or shared with the Place Plan team, our own estimates show that, to provide a 0.5% AEP standard of protection for a 100 year climate change scenario, defences may need to be at least 1.5-2m above the height of the current sea wall if a basic sea wall design approach is taken; this would severely impact on the visual amenity of residents. The report acknowledges that improvements to sea defences need to be undertaken, however, it presents a range of scenarios which could be implemented to both improve the safety of residents and the amenity of the locality. These include the creation of a shallow sloped embankment which would reduce wave run-up and the potential for a new raised promenade, incorporating the height required for flood defence. However, these scenarios will need a detailed feasibility analysis.

The Interim report also covers the following:

Section 3 background and baseline conditions: explains the history, background and present day conditions within Jaywick Sands. It also explains the environmental constraints and the viability issues.

Section 4 flood risk in Jaywick Sands: describes the problems associated with flood risk and its impact on viability.

Section 5 policy context: explains the current planning policy both national and local which covers Jaywick Sands.

Section 6 community engagement to date: this outlines conversations and input from key community leaders, representatives of local groups and other stakeholder organisations.

Section 10 redevelopment of plots within existing street pattern: this explores the potential to re-develop existing plots within Brooklands and Grasslands.

Section 11 public realm projects and other 'quick wins': explores potential environmental improvements in the short term which could improve the lives of residents.

## APPENDICES

Appendix 1: Jaywick Sands Place Plan Consultation Strategy

Appendix 2: Jaywick Sands Place Plan Interim Report April 2022 **(Please contact Anthony Brindley if you would like a copy of this Appendix. You can email him at the following address: [abrindley@tendringdc.gov.uk](mailto:abrindley@tendringdc.gov.uk) or telephone him on (01255) 686189.)**