

PLANNING POLICY AND LOCAL PLAN COMMITTEE

5 OCTOBER 2023

REPORT OF THE DIRECTOR OF PLANNING

A.1 DRAFT JAYWICK SANDS PLACE PLAN

(Report prepared by Anthony Brindley)

PART 1 – KEY INFORMATION

PURPOSE OF THE REPORT
<p>To invite the Planning Policy and Local Plan Committee's comments on the Draft Jaywick Sands Place Plan and to seek its recommendation to Cabinet, that the document be published for consultation with the public and other interested parties.</p>
EXECUTIVE SUMMARY
<p>Jaywick Sands is identified as a Priority Area for Regeneration in the Tendring Local Plan. 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">• 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. <p>In order to achieve this, the Place Plan proposes a number interventions including:</p> <ul style="list-style-type: none">• Flood defence and seafront public realm improvements;• Improvements to residential areas (including replacement dwellings);• Creating space for business, tourism and local services;• Improvements to public open space;• Increased accessibility and connectivity;• Drainage infrastructure; and• Ongoing community engagement and stewardship. <p>These interventions are, in combination, intended to elevate Jaywick Sands from the bottom of the English Index of Multiple Deprivation.</p> <p>Realising this vision will necessitate significant funding in excess of £120million for which there is no available budget at present. It does however provide, for the first time, a costed plan containing tangible proposals that can form the basis for discussion with government, the Council's partners and other potential funders and to support future bids for external funding. The full implementation of the</p>

strategy detailed in the Place Plan is expected to span a period of 20 years and any improvements are most likely to be achieved in manageable phases.

The proposals in the Draft Place Plan form part of an overarching strategy, which has been informed by previous public consultation and community engagement – including that undertaken in Autumn 2022. It represents an approach that has, to date, been developed with the community with a view to delivery with strong community stewardship; whereas previous unsuccessful ideas for the regeneration of Jaywick Sands have met with local objection as they have been seen as being imposed upon the community against their wishes. Officers are hopeful therefore that this Place Plan (which rules out extreme, unpopular and undeliverable options) will meet with constructive feedback and local support.

RECOMMENDATIONS

That the Planning Policy and Local Plan Committee:

- a) notes the contents of the Draft Jaywick Sands Place Plan: August 2023; and**
- b) recommends to Cabinet that the above document (forming Appendix 1 to this report) be approved for consultation with the public and other interested parties.**

PART 2 – IMPLICATIONS OF THE DECISION

DELIVERING PRIORITIES

A corporate priority of the Council is supporting the community in Jaywick Sands and achieving regeneration in the area, which is identified as a Priority Area for Regeneration in the Council's adopted Local Plan.

RESOURCES AND RISK

Resources: TDC Officers are managing this project with HAT Projects Ltd undertaking the production of the document and the consultation exercise – funded through the agreed Local Plan budget.

Risks: Undertaking consultation with the community of Jaywick Sands will help to involve the residents in the production of the Place Plan and determine whether there is local support. This should lower the risk of public opposition and any suggestion that the Council is attempting to impose change upon a community, rather than work with the community to achieve the right changes. There is a risk that external funding to implement the proposals in the Place Plan may not be forthcoming; but this risk would be substantially greater if there were no plan in place identifying tangible and costed proposals. Having a Place Plan therefore puts the Council and its partners in a much stronger position to access external funding if or when it becomes available.

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 in the Local Plan 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 process Officers and our consultants HAT Projects have followed in preparing the Place Plan has been similar to that for a Local Plan or Supplementary Planning Document (SPD) – although it is not intended that the Place Plan be adopted and utilised as an SPD or a purely planning document as it contains a variety of proposed interventions that go beyond simple material planning considerations. As such, the Place Plan is not being advanced as a statutory planning document and will not be subject to an independent examination by the Planning Inspectorate before it can be finalised and adopted.

It is intended that the Place Plan will be adopted by the Council as its overarching strategy for working with partners and the community to regenerate Jaywick Sands over a long-term period. Whilst it will be a material consideration in the determination of some planning applications in the Jaywick Sands area, the proposals within the Place Plan extend beyond planning interventions. In contrast, the Jaywick Sands Design Guide Supplementary Planning Document (SPD), adopted by the Council in February 2023 is a formal planning document, providing a detailed and specific interpretation of the Local Plan policies, for development in Jaywick Sands and will therefore carry greater weight, as a material planning consideration, in the determination of individual planning applications.

There are four main stages in the production of the Place Plan that the Council and its consultants are following:

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

The Committee report requests comments from the Members of the Planning Policy and Local Plan Committee and a recommendation to Cabinet to proceed with the formal consultation exercise on the Place Plan document.

Following the Stage 2 formal consultation exercise, the Council and its consultants will carefully consider all representations received before producing a final version of the Place Plan for Members' consideration for adoption.

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. In seeking to achieve long-term regeneration in the Jaywick Sands area and tackle issues around deprivation, the intention is that issues around crime can be addressed; for example by increase job opportunities, improving access to education and improving housing quality.

Equality and Diversity: The Place Plan has been subject to an Equalities Impact Assessment (EQIA).

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%, and 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 outlined in the Place Plan will increase the living standards of residents and result in less health inequalities.

Area or Ward affected: West Clacton and Jaywick Sands Ward

PART 3 – SUPPORTING INFORMATION

BACKGROUND

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 forms 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.

JAYWICK SANDS PLACE PLAN

The Place Plan sets out a vision and ambition for the future of Jaywick Sands, along with recommendations and actions to achieve it. The plan has been developed through research, consultation, and engagement. The plan aims to improve the quality of housing, the physical environment, the flood resilience, the connectivity, the economic opportunities, and the public services and wellbeing of Jaywick Sands. The plan also recognises the strengths and potential of Jaywick Sands, such as its beaches, history, and community.

In order to achieve this, the Place Plan proposes a series of interventions:

Flood defence and seafront public realm (see section 7)

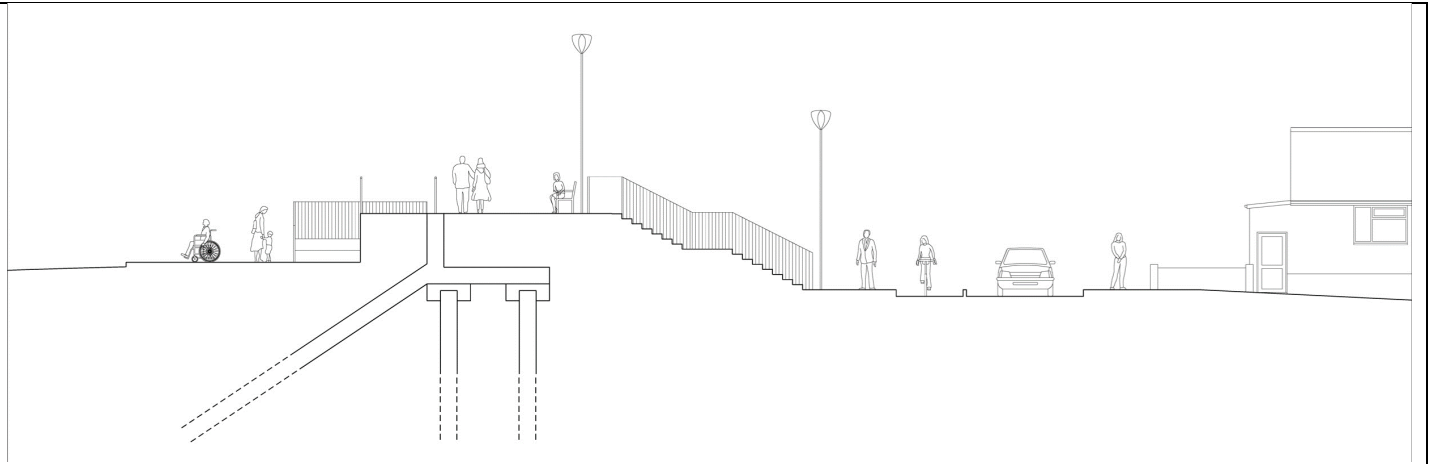
The Place Plan focuses on securing protection against sea level rise, which is crucial for the community's sustainability and is the most costly and challenging aspect of the Plan. The Jaywick Sands Place Plan area, located in Flood Zone 3, has approximately 1800 homes at risk of flooding. The area contains a high number of poor quality homes vulnerable to flooding, both presently and in the future. Current flood risks include depths of 450mm (0.45m) for some homes during a design (0.5% Annual Exceedance Probability) flood event, and this could increase to depths of 3m and above over the next century. All emergency access and evacuation routes are also significantly affected by flooding. This poses a serious threat to life and property. Therefore, enhancing the safety of residents during a flood event and improving the flood resistance and resilience of homes is crucial.



.Isometric sketch showing the main elements of the proposed seafront design strategy along the Brooklands



Sketch visualisation of the proposed new seafront design strategy along the Brooklands seafront



Indicative cross-section showing the strategic design approach to the Brooklands seafront

The illustrated design framework (see above) for the seafront area of Jaywick Sands involves constructing a new sea wall approximately 10-15m on the seaward side of the existing sea wall. The existing sea wall would then be demolished and the space used for improved public realm and beach accessibility. An additional rock groyne and beach nourishment may be required to widen the beach at the narrowest part of the Village. The design framework minimises the visual impact of the raised sea wall by integrating it into a new raised promenade and a landscaped bank on the landward side, allowing stepped and ramped access, reconfiguring Brooklands as a one-way street with full pavements on both sides and a segregated cycle track, and creating additional seafront facilities such as parking, play areas, and space for stalls or kiosks. A new beach boardwalk along the length of the beach will also be created, usable by wheelchair users and enabling easier navigation for those who find the current distance between the sea wall and the sea edge challenging.

The Place Plan states that the seafront strategy will result in a wide range of benefits and address a number of the strategic objectives of the Place Plan. These include:

- Increasing the flood safety and flood resilience of the community as a whole
- Increase in value of property, and therefore the viability of upgrading substandard or non-flood-resilient homes due to their safety from flooding. Currently flood risk is a factor in keeping property values in Jaywick Sands abnormally low (although it is not the sole factor).
- Increasing value of seafront properties due to a better quality outlook, views and public realm/accessibility
- Additional tourism potential due to better beach access, promenade and beachside facilities integrated into public realm
- A safe and accessible seafront allowing more people to walk and cycle, improving access to services and jobs in the wider area and increasing road safety
- Improved mental and physical health and wellbeing due to the increased accessibility of the beach and integration of play, recreation and leisure opportunities into the public realm.

The delivery timeline of the seafront framework will impact the wider regeneration benefits and market-led investment confidence.

The preferred option for upgraded flood defences, integrating new public realm, improved beach accessibility, and new facilities, requires a funding commitment of around £108m at 2023 values. If delivery is planned for after 2033, when national Flood Defence Grant in Aid (FDGiA) benefits can be drawn down to part-fund the scheme, the partnership funding required may be around £84m at 2023 values.



Visualisation showing the nationally preferred option

However, if only the nationally preferred option for flood defences were implemented (see above), with no additional public realm or seafront amenities, it would require partnership funding of around £20m (2023 values). As the Place Plan highlights, without the public amenity improvements, this option would result in significant blight to the visual and social amenity of the residents of Jaywick Sands.

Delivery would be phased with the first phase in 2023 and the second planned for around 2058. The next steps include further technical studies to develop the design approach, impact assessments including an economic impact appraisal to evaluate benefit-cost ratio for the preferred option, and exploration of partnership funding options. Some elements of the seafront strategy suitable for 'quick wins' include implementing a pilot scheme converting Brooklands to a one-way system and introducing a footway segregated from the carriageway, and delivery of the beach boardwalk connected to existing ramped access points.

Improvements to residential areas (see section 8)

The report shows that Jaywick Sands has very low housing quality, which affects the lives, health, and wellbeing of the residents and causes deprivation in the community (see evidence in Section 3

and 4). To improve the existing residential areas, the strategy aims to reduce blight and increase the number of good quality and flood safe homes by reusing vacant and derelict plots. This will also help achieve other Place Plan objectives such as enhancing the public realm.

The reuse of vacant and derelict plots in Jaywick Sands will require initial investment in plot acquisition and development. The development model will either require full funding through the Council or through a potential sale and leaseback or rental guarantee arrangement with an institutional investor. The underlying increase in value of the properties over time, as values rise in Jaywick Sands due to the wider regeneration programme, accrues to the Council. Development of new homes on vacant plots will be most effectively achieved using a pattern book of house types developed specifically for Jaywick Sands and potentially utilising off-site prefabricated construction. At present day values, the purchase and development of vacant and derelict plots in line with the recommended strategy may require investment of between £8m-£10m.

The Place Plan recommends that the next steps should include establishing the:

- funding requirement for the acquisition of vacant and derelict plots
- developing an outline pattern book designs for plot redevelopment
- securing funding for acquisition and development of vacant and derelict plots
- exploring potential funding options to incentivise owner-occupiers to improve flood resilience of their properties
- Where people would be open to relocating, exploring alternative options for housing elsewhere in the Borough

A quick win that can be delivered in the short term is developing technical guidance for property owners for assessing the flood resilience of their properties, implementing improvements and preparing flood safety plans.

Creating space for business, tourism and local services (see section 9)

The Place Plan advocates a strategy for enhancing the local economy which will build on the existing features and potential of Jaywick Sands. There are several areas that have been identified as having growth opportunities that would benefit the local community and create local jobs. These include filling the gaps in local services that the community needs, such as food and grocery shops, laundry, mobile phone repair, dental care, early childhood education and other services. Providing space for these services would generate employment and reduce deprivation indicators such as how far residents have to travel to access basic shops, which should be within walking distance from every home. Jaywick Sands also has a good potential to provide start-up and expansion space for small businesses, as there is land available in public ownership, reasonable vehicle access and low competition from other developments. This would address the shortage of such space in the wider Tendring district. Tendring District Council has already made a positive investment in the Sunspot workspace and covered market project, which has been completed recently and has shown a good demand for commercial space in Jaywick Sands, especially for shopfront units. Developing the tourism and visitor services sector is another key area for growth in Jaywick Sands. This would involve creating space for businesses such as retail, food and drink, services and visitor

accommodation, as close as possible to the beach and other local facilities. The Place Plan concludes with some suggested next steps, such as forming a working group, conducting feasibility studies and offering shopfront improvement grants.

Public Open Spaces (see section 10)

The Place Plan aims to enhance public open spaces in Jaywick Sands to support active lifestyles, health and wellbeing, biodiversity, sustainable drainage, and other objectives of the plan. The strategy will benefit residents and attract new economic activity by improving the visitor experience. Currently, Jaywick Sands has two equipped open spaces classified as NEAPs and one informal play landscape (LAP). There are three smaller open spaces to the west of The Village that are small greens with minimal trees, planting, seating, and other public and environmental assets. A further green open space along Garden Road (partially privately owned) is addressed as part of this strategy, as is the strip of land along the back of Brooklands, between the ditch and Lotus Way and the beach itself. All these spaces require improvements to bring them in line with current standards, address deficits (see section 3), and better serve residents. The strategy for improving public open spaces has been developed through an assessment of current condition, opportunities and constraints, and insights from formal and informal consultation. An outline functional brief has been drawn up for each open space to inform outline delivery costs and should be used as a starting point for further project development. The identified public open space improvements in Jaywick Sands can be delivered as standalone projects and could be considered as potential 'quick wins' as they do not have significant dependencies with other aspects of the Place Plan framework. Subject to funding, the improvements could be delivered within a 2-3 year timeframe. Delivery and funding partners could include community groups, Active Essex/Essex County Council, as well as other grant funding schemes aimed at improving health.

Accessibility and Connectivity (see section 11)

The Place Plan aims to make Jaywick Sands more accessible and connected for its residents, who face many difficulties in reaching essential services, work opportunities, and social networks. The Plan suggests enhancing existing paths and creating new ones for walking and cycling, as well as improving bus stops, alleyways, and emergency routes. These changes will also benefit residents' health and wellbeing by allowing them to enjoy the natural environment around them.



Map showing proposed new route and alternative emergency access route to be safeguarded.

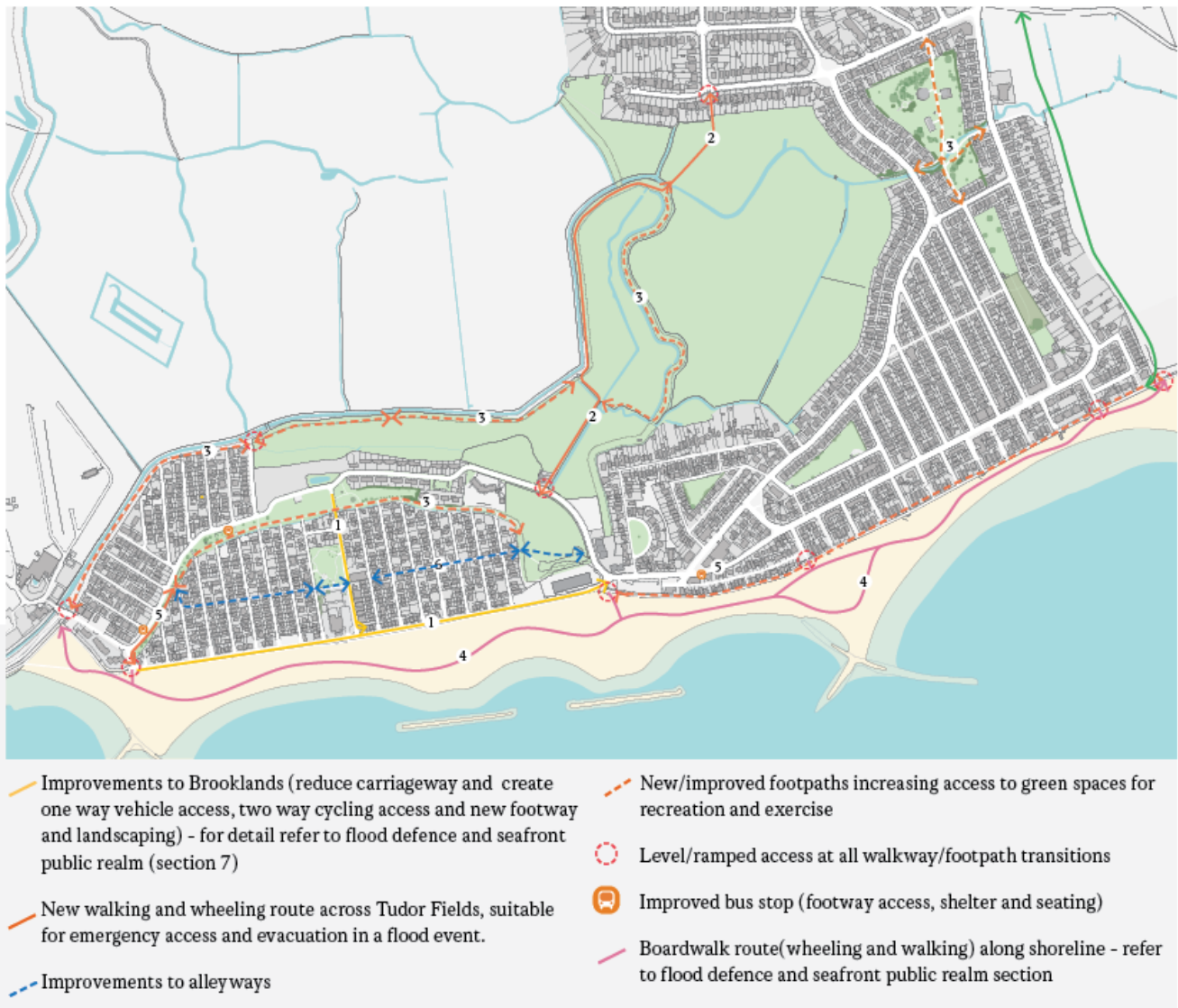
Some of the proposed improvements are:

- A new path across Tudor Fields that will connect different parts of the community and serve as an emergency escape route in case of flooding.
- A new path from Lotus Way to Crossways that will shorten the travel time to the primary school and open up access to green space.
- Walking-only paths around Tudor Fields and Brooklands/Grasslands that will be suitable for walkers and wheelchair users, with places to rest and appreciate nature. However, these paths will require consultation with residents to address their concerns about safety, security, and maintenance.
- Alleyways in Brooklands and Grasslands that will be upgraded with better surfaces, lighting, and repairs to walls and fences. These alleyways are currently not used much due to their poor condition.
- Bus stops that will be equipped with shelters, lighting, seating, and paving. These bus stops are vital for Jaywick Sands residents who depend on public transport. However, these

improvements will need coordination with Essex Highways, who are responsible for their maintenance.

The Place Plan considers these accessibility and connectivity improvements as 'quick wins' that can be implemented as soon as funding is available. The new path across Tudor Fields could be completed within 3 years, depending on funding. The total cost of the improvements may be around £5-£5.5m (2023 values).

The next steps include securing funding for further project development, such as design and feasibility studies to determine the exact costs and delivery timescales. Funding sources for implementation should then be sought and secured.



Map showing connectivity improvements

Drainage Infrastructure (see section 12)

Jaywick Sands has been experiencing issues with foul and surface water drainage, as well as a lack of maintenance of many streets within the village. This is due to the historic development of the village and the confusion around responsibilities for maintaining and improving the streets and the drainage network. The increasing intensity of rainfall due to climate change has worsened the situation, leading to an increased frequency of surface water flooding.

Brooklands and Grasslands do not have an existing adopted surface water drainage system, although a limited surface water system directed to a culvert at Brooklands Ditch was installed in 2015. Surface water flooding is a regular occurrence for Brooklands in particular and requires improvement.

To address these issues, partnership working with a number of statutory providers and bodies will be required. Once an agreed approach has been established, physical works to improve the network up to current standards, and to make it resilient to future increased storm water flows as a result of climate change, will be costly and disruptive and will require phasing. Commuted sums or a funding agreement for ongoing maintenance will also need to be established. The scale of funding required cannot be established without further engagement with statutory undertakers, including Anglian Water and the Environment Agency, and more detailed technical studies.

The Place Plan states that the next steps for this element of the Place Plan should include:

- Establishing a working group with Anglian Water, Essex Highways/ Essex County Council, and the Environment Agency to develop an agreed approach and responsibilities matrix.
- Undertaking technical studies to establish the physical upgrades required and associated costs.
- Securing funding for implementation and future maintenance

Community Engagement and Stewardship (see section 13)

The Place Plan highlights that community engagement is crucial to achieving the objectives. The lack of a formal governance structure and diverse backgrounds of the community members have made engagement efforts challenging. The Place Plan suggests that engagement should be consistent and trust-building, involving various methods from doorstep conversations to formal consultations and workshops. It acknowledges that addressing complex issues is challenging and resource-intensive but vital for informed decision-making by residents.

The Place Plan recommends developing a community governance model involving a representative range of community members, such as an elected council, residents association, or another structure that includes local businesses and existing community organisations. It also suggests considering a funded program for capacity building for local community leaders. In the interim, it proposes developing a statement of community involvement to clarify how Tendring District Council will work with the community until a long-term governance model is agreed upon. It also recommends

appointing a dedicated community liaison officer for local engagement in Jaywick Sands until an agreed milestone in the delivery of the Place Plan.

Delivering the Place Plan vision will require coordinated work by a range of partners and with the full involvement of the community. It must be emphasised that while the Place Plan sets out a vision and an accompanying framework for guiding change in Jaywick Sands, achieving this will require substantial investment and is currently unfunded. Delivering the strategy set out in the Place Plan in full is likely to require a 20 year timeframe.

Consultation

The Place Plan will be subject to six weeks of public consultation incorporating publicity and exhibitions in Jaywick Sands.

APPENDICES

Appendix 1: Draft Jaywick Sands Place Plan

BACKGROUND DOCUMENTS

Draft Jaywick Sands Place Plan Equalities Impact Assessment.