

# CABINET

20 SEPTEMBER 2024

## REPORT OF THE HOUSING & PLANNING PORTFOLIO HOLDER

### A.4 ADOPTION OF THE JAYWICK SANDS PLACE PLAN

#### PART 1 – KEY INFORMATION

##### PURPOSE OF THE REPORT

To provide Cabinet with the outcome of the public consultation and present the Jaywick Sands Place Plan, as amended, for adoption.

##### EXECUTIVE SUMMARY

Jaywick Sands has been designated as a Priority Area for Regeneration within the Tendring Local Plan. The Place Plan, prepared on behalf of the Council by award-winning specialists HAT Projects, has been developed to provide a comprehensive strategy for the area's revitalisation, focusing on the following key objectives:

- 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.

**Strategic Interventions:** To realise these objectives, the Place Plan identifies several strategic interventions that, subject to funding and resources, could be delivered either by the Council in partnership with other bodies or through other organisations or parties. These interventions include:

- Upgrading flood defences and enhancing the seafront's public realm;
- Residential area enhancements, including the provision of replacement housing;
- Development of spaces dedicated to business, tourism, and local services;
- Refurbishment of public open spaces;
- Boosting accessibility and connectivity;
- Upgrading drainage infrastructure; and
- Continuous community engagement and stewardship.

The collective aim of these measures is to lift Jaywick Sands from its current position at the lower end of the English Index of Multiple Deprivation and bring about a positive and sustainable long-term future for the community; with a strong emphasis on working with the community to achieve this. The full implementation of the strategic interventions as set out in the Place Plan, is projected to span 20 years, with phased improvements being the most feasible approach.

Public consultation on the draft Place Plan was conducted from 20 November 2023 to 6 January 2024; which followed on from previous community engagement exercises. The feedback received was overwhelmingly positive, indicating broad support for the strategic interventions. Notably, there were no formal objections from statutory consultees. The Consultation Report attached at Appendix 1 offers an in-depth analysis of the feedback received.

The strategic interventions set out in the Place Plan are together costed at more than £120 million for which, at present, there is no allocated funding. However, having this Place Plan will, for the first time, enable the Council and its partners to explore different avenues for funding and delivery, and have serious discussions with government and other potential investors that are based on a programme of tangible, properly costed and publicly supported proposals.

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

**That Cabinet:**

- a) notes the contents of this report and takes into account the outcomes of the 2023/24 consultation exercise, as set out in the Consultation Report (attached at Appendix B); and**
- b) agrees to the formal adoption of Tendring District Council's Jaywick Sands Place Plan (as attached at Appendix A), as its overarching strategy for working with partners and the community to regenerate Jaywick Sands over a long-term period.**

#### **REASON(S) FOR THE RECOMMENDATION(S)**

To support the continued ambition to bring about economic regeneration, improve the quality of life and tackle deprivation in Jaywick Sands through having a specific Place Plan that progresses the objectives for regeneration identified in the Council's Local Plan and as identified as one of Council's Corporate Priorities.

## **ALTERNATIVE OPTIONS CONSIDERED**

The alternative would be for the Council not to adopt the Jaywick Sands Place. In the absence of a Council-endorsed Place Plan setting out a programme of tangible, costed and locally supported interventions, it will be very difficult for the Council and its partners to advance efforts to bring about the regeneration of Jaywick Sands.

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

### **DELIVERING PRIORITIES**

The regeneration of Jaywick Sands is a corporate priority of the Council under the dual themes of 'working with partners to improve the quality of life' and 'raising aspirations and creating opportunities'. The production of the Jaywick Sands Place Plan is one of the Cabinet's Highlight Priorities. The Place Plan also supports the community in Jaywick Sands, achieving regeneration in the area is identified as a Priority Area for Regeneration in the Council's adopted Local Plan.

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.'

### **OUTCOME OF CONSULTATION AND ENGAGEMENT** (including with the relevant Overview and Scrutiny Committee and other stakeholders where the item concerns proposals relating to the Budget and Policy Framework)

The consultation was held from 20th November 2023 to 6th January 2024.

The consultation included an online questionnaire on the Council's website; drop-in events at various locations around Jaywick Sands; and the ability for respondents to use paper forms to respond or to respond via email.

The drop-in and online events held were:

- Saturday 25th November, Community Resource Centre
- Wednesday 29th November, Sunspot
- Friday 1st December, Inclusion Ventures
- Saturday 2nd December, Golf Green Hall
- Wednesday 6th December, Sunspot
- Thursday 7th December, St Christopher's Church

A range of methods of notification were used to inform the public about the consultation including:

- News releases from TDC's communications team which were picked up and covered in local news media
- Social media campaign including paid and organic posts across social media channels and into local groups, using specially commissioned videos
- Posters displayed at a range of local venues including shops and community venues
- Flyer distributed to all addresses in Jaywick Sands (3569 properties)
- Emails to community groups and representatives
- Emails to statutory consultees (23 organisations)

The Consultation Report attached at Appendix 1 offers an in-depth analysis of the feedback received.

Prior to the most recent consultation, there were other consultation and engagement activities from which the feedback informed the content of the Place Plan as it emerged, these included a public consultation period from 5th September to 27th October 2022, featuring an online questionnaire, drop-in events at various Jaywick Sands locations, a recorded online webinar, and options to respond via paper forms or email. Notable events were held at Inclusion Ventures on 24th and 30th September, Martello Tower on 7th October, and the Community Resource Centre on 13th and 22nd October. The public was notified through news releases, a social media campaign, posters in local venues, flyers distributed throughout Jaywick Sands, and emails to community groups and a wider mailing list, totalling 638 notifications. Feedback was also sort from statutory and non-statutory consultees including the Environment Agency, Essex County Council, English Heritage and Natural England.

#### **LEGAL REQUIREMENTS (including legislation & constitutional powers)**

		<b>If Yes, indicate which by which</b>	<b>x Significant effect on two or more wards</b>

<p><b>Is the recommendation a Key Decision</b> <b>(see the criteria stated here)</b></p>	<p><b>YES</b></p>	<p><b>criteria it is a Key Decision</b></p>	<p><input type="checkbox"/> <b>Involves £100,000 expenditure/income</b></p> <p><input type="checkbox"/> <b>Is otherwise significant for the service budget</b></p>
		<p><b>And when was the proposed decision published in the Notice of forthcoming decisions for the Council (must be 28 days at the latest prior to the meeting date)</b></p>	<p><b>29 April 2024</b></p>
<p>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.</p> <p>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.</p>			
<p><b>YES</b></p>	<p><b>The Monitoring Officer confirms they have been made aware of the above and any additional comments from them are below:</b></p>		
<p>Having personally reviewed the report, I do not wish to make any additional comments but to highlight reference throughout the report as to how the Place Plan,</p>			

once adopted will inform future decisions of the Council, working with its partners and stakeholders.

## **FINANCE AND OTHER RESOURCE IMPLICATIONS**

The Place Plan has been produced for and on behalf of and working alongside the Council by award-winning consultants HAT Projects Ltd with support from Officers across relevant services within the Council. The work has been funded through agreed budgets – mainly the Local Plan budget, given links to the objectives in the Local Plan.

The Place Plan outlines a comprehensive strategy for Jaywick Sands' progressive transformation. Presently, it outlines a number of initiatives lacking financial backing. Nonetheless, the Place Plan's primary objective is to serve as a driving force to attract funding and investment, thereby enhancing the quality of life for Jaywick Sands' residents and the broader community. This marks the inaugural occasion for the Council to possess a thoroughly budgeted blueprint aimed at elevating the area from its status as the most impoverished in the nation. In the absence of a viable and budgeted blueprint, opportunities to compete for external funding and attract inward investment would be significantly constrained. The Place Plan sets forth an ambitious yet attainable roadmap for the future growth and betterment of Jaywick Sands.

**YES**    **The Section 151 Officer confirms they have been made aware of the above and any additional comments from them are below:**

Although there are no significant comments over and above those set out elsewhere in the report, it is worth repeating the point that there is currently no funding allocated to the implementation of the plan. It is therefore acknowledged that the adoption of a Place Plan is based on enabling the Council and its partners to explore different avenues for funding and delivery along with engaging with the Government and potential investors going forward.

## **USE OF RESOURCES AND VALUE FOR MONEY**

The following are submitted in respect of the indicated use of resources and value for money indicators:

A) Financial sustainability: how the body plans and manages its resources to ensure it can continue to deliver its services;	The strategic interventions set out in the Jaywick Sands Place Plan are costed but are not, as yet, funded. Delivery is dependent on funding being secured and/or the Council, its partners or other third parties being in a position to cover the capital and revenue costs for
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	<p>delivery. The Place Plan provides a means by which the Council, with its partners, could seek government and/or other funding or third-party investment – but does not commit the Council to any specific expenditure.</p>
<p>B) Governance: how the body ensures that it makes informed decisions and properly manages its risks, including; and</p>	<p>For the first time, the Council will have a Place Plan identifying costed strategic interventions aimed at bringing about the regeneration of Jaywick Sands. The Council is not committed and, as it stands, does not have funding to deliver the interventions – but the Place Plan provides the basis by which discussion with government, partners and other third parties can commence. Any future action to deliver upon the interventions will require formal decisions and measures put in place to manage processes and risks at the appropriate time.</p>
<p>C) Improving economy, efficiency and effectiveness: how the body uses information about its costs and performance to improve the way it manages and delivers its services.</p>	<p>For the first time, the Council will have a Place Plan identifying costed strategic interventions aimed at bringing about the regeneration of Jaywick Sands. The Council is not committed and, as it stands, does not have funding to deliver the interventions – but the Place Plan provides the basis by which discussion with government, partners and other third parties can commence. Any future action to deliver upon the interventions will require specific consideration of economy, efficiency and effectiveness at the appropriate time.</p>
<b>MILESTONES AND DELIVERY</b>	
<p>There are four main stages in the production of the Place Plan that the Council and its consultants are following:</p> <ol style="list-style-type: none"> <li>1. Preparation and informal consultation</li> </ol>	

2. Consultation (four to six weeks)
3. Consideration of representations and completion of the final draft of the Place Plan
4. Adoption.

Following Stage 2, Cabinet are now requested to take into account the outcome of the public consultation and consider adopting the document. On adoption, the Place Plan can be used and referred to by the Council in its discussions with government, partners and other third parties about securing funding and resources for the potential delivery of the identified strategic interventions.

#### **ASSOCIATED RISKS AND MITIGATION**

The adoption of the Jaywick Sands Place Plan will meet the Council's obligation contained in the Statutory Local Plan.

#### **EQUALITY IMPLICATIONS**

The Place Plan has been subject to an Equalities Impact Assessment (EQIA). The EQIA concluded that the Place Plan is expected to have a positive impact on all protected groups, particularly those who are elderly, disabled, or pregnant. The plan's objectives and interventions are designed to improve accommodation, health, well-being, and safety for everyone.

#### **SOCIAL VALUE CONSIDERATIONS**

The Jaywick Sands Place Plan will add significant social value. By addressing the two primary challenges of deprivation and flood risk, the plan aims to transform the quality of housing and the built environment, ensuring long-term flood resilience. This will not only improve the safety of residents in a flood event but also enhance the flood resistance and resilience of homes, a crucial aspect of meeting the aims of Policy PP14 in the Local Plan.

The Place Plan also seeks to create greater connectivity to neighbouring areas, which can foster a sense of community and shared identity. Furthermore, by attracting commerce and creating new economic opportunities, it can stimulate local economic growth and reduce deprivation. This, in turn, can lead to improved employment prospects for residents and a more vibrant local economy.

Finally, the Place Plan is committed to improving people's life chances, access to public services, and health and wellbeing. By providing new flood-resilient homes built to modern building standards, it will offer a high standard of accommodation for existing residents. Additionally, the provision of land for recreation and amenity areas will enhance the quality of life for residents, promoting health and wellbeing.



Thus, the Jaywick Sands Place Plan is a comprehensive strategy that addresses the area's challenges while unlocking its potential, thereby adding substantial social value.

**IMPLICATIONS FOR THE COUNCIL'S AIM TO BE NET ZERO BY 2030**

The Jaywick Sands Place Plan aims to replace existing sub-standard accommodation with high quality housing built to the latest standards of insulation and energy efficiency. This will contribute to the Council's net zero objective.

**OTHER RELEVANT CONSIDERATIONS OR IMPLICATIONS**

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

**Crime and Disorder**

In producing the Place Plan, the Police have been consulted so that measures to lower the opportunity and frequency of crime can be included. 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 increasing job opportunities, improving access to education and housing quality.

**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.
Subsidy Control (the requirements of the Subsidy Control Act 2022 and the related Statutory Guidance)	N/A.
<b>Area or Ward affected</b>	West Clacton and Jaywick Sands Ward

### **PART 3 – SUPPORTING INFORMATION**

<b>BACKGROUND</b>
<p>The Place Plan has been produced, 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."</p> <p>In line with the Tendring Local Plan, the Place Plan objectives are 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>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.</p>
<b>JAYWICK SANDS PLACE PLAN</b>
<p>The consultation on the final version of the Jaywick Sands Place Plan was held from 20th November 2023 to 6th January 2024. Around 142 people attended in-person drop-in events during the consultation period. Social media posts reached over</p>

25,000 people over the consultation period, generating a substantial amount of online engagement (up to 86 comments per post). The consultation survey gained 73 responses online (an increase from 62 at the first consultation), and 20 paper forms were received either at events, or via post/drop off afterwards, and transcribed into the survey software for analysis. In addition, 2 emails were received in response to the consultation, but did not use the form to answer specific consultation questions. 6 consultation responses were received from statutory consultees.

### Vision for the Place Plan

The vision for Jaywick Sands contained in the Place Plan is for it to be a thriving community that makes the most of its coastal location and unique character, while being resilient to the risks posed by sea level rise.

- Improved flood defences will maintain protection against the sea while creating an attractive and accessible seafront for residents and visitors, increasing tourism and the local jobs it supports
- Residential streets will see vacant and derelict plots brought into use for a range of functions. New homes will be distinctive and beautifully designed, and flood safe, on well-sized plots that provide good amenity for their residents
- Property owners will be improving existing homes and rental properties, and have the support and guidance they need to make them more flood safe
- Streets and spaces will be green, attractive and well-used, helping residents lead active lives and making it easier to get around
- The community will have the shops and services it needs within a short walk of every home

A majority of respondents agreed with the vision, with 49% strongly agreeing and 37% somewhat agreeing. Only 11% disagreed somewhat or strongly

### Flood defences and the seafront

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 1,800 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 flood event (0.5% Annual Exceedance Probability), 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

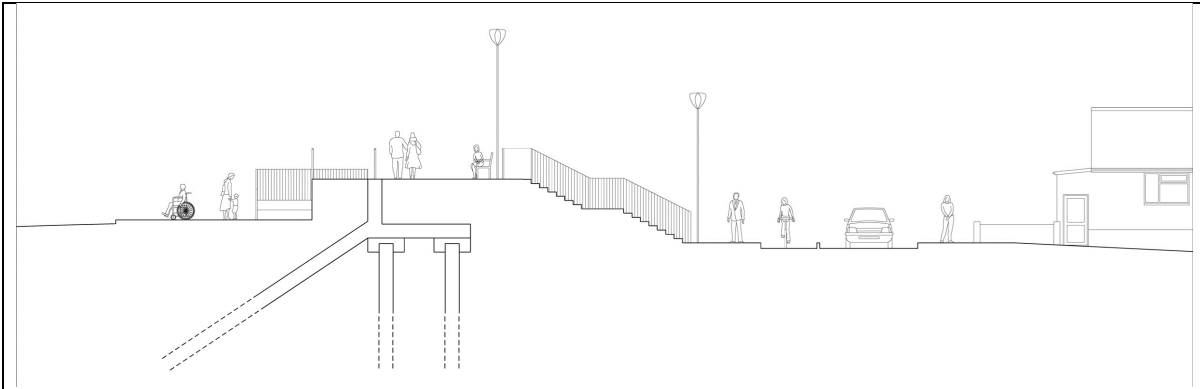
property. Therefore, enhancing the safety of residents during a flood event and improving the flood resistance and resilience of homes is crucial.



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.

The Environment Agency has developed a nationally preferred design option which increases the height of the existing sea wall. The two figures below give a visual representation of this, Fig C18 is the current condition and Fig C19 illustrates how it would look post completion.



Fig. C18. View of Village seafront (DU3) - current condition.





Fig. C19. Visualisation of Village seafront (DU3) after full wall raising.

However, if only the nationally preferred option for flood defences were implemented (Fig c.19), 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 2033 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.

A majority of respondents agreed with the proposed design approach, with 51% strongly agreeing and 34% somewhat agreeing. Only 6% disagreed somewhat or strongly, while 9% neither agreed nor disagreed.

Comments included:

- Proposals make the most of the beach and the seafront and don't spoil the view
- Making concrete walls higher would not enhance the area
- Lack of concern that flooding is really a serious issue – the current defences felt to work
- Residents need to be educated about flood risk

### Derelict homes and abandoned plots

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; and
- where people would be open to relocating, exploring alternative options for housing elsewhere in the District.

A majority of respondents agreed with the proposals, with 67% strongly agreeing and 19% somewhat agreeing. Only 10% disagreed somewhat or strongly.

### Working with existing homeowners to improve housing quality and safety

In Jaywick Sands, while many homes are in good condition, there exists a significant minority of private rented sector homes that fall well below the Decent Homes Standard. These poor-quality homes are generally not flood-safe. To address this issue, the construction of new homes on vacant or derelict plots should occur simultaneously with removing these unsafe homes from circulation. Failing to do so may lead to an increased population at risk of flood events, and the negative impacts on residents' safety, life chances, and health will remain unaddressed.



The Place Plan recommends the use of a range of incentives and powers (p51) which include:

- Enforcement on rental properties which are found to have Category 1 hazards and similar non-compliant conditions
- An offer to purchase substandard homes, such as non-compliant rental homes, following which the homes can be demolished and the plots redeveloped in line with the approach to currently vacant plots as above
- Monitoring of the market for homes that are advertised for sale and rent to take enforcement action early, advise potential purchasers of the risks and requirements for renting property in Jaywick Sands, and to purchase plots if the opportunity arises at a sensible value and where plots will assist in meeting the aims of this strategy

The Place Plan states 'as enforcement may result in a duty to rehouse tenants, the enforcement process should be undertaken alongside the development of new homes on vacant and derelict plots that can be used for rehousing, whether permanent or temporary.'

Additional recommendations include:

- exploring potential funding options to incentivise owner-occupiers to improve flood resilience of their properties; and
- where people would be open to relocating, exploring alternative options for housing elsewhere in the District.

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.

A majority of respondents agreed with the proposals, with 59% strongly agreeing and 27% somewhat agreeing. Only 9% disagreed somewhat or strongly.

#### Creating space for business, tourism and local services

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.

A majority of respondents agreed with the proposals, with 55% strongly agreeing and 27% somewhat agreeing. Only 7% disagreed somewhat or strongly.

#### Improving public open spaces

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 Neighbourhood Equipped Areas for Play (NEAPs), an area of open space laid out and equipped mainly for older children but with play opportunities for younger children and one Local Area for Play (LAP), primarily equipped and laid out for very young children to play close to where they live. 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 (10.3.1 – 10.3.7, pages 57-59) 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.

Over 80% of respondents either strongly agreed or agreed with the proposals for each park. In all cases, less than 10% of respondents disagreed with the proposals.

### Accessibility and connectivity

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

A majority of respondents agreed with these proposals, with 62% strongly agreeing and 23% somewhat agreeing. Only 7% disagreed somewhat or strongly.

### Drainage Infrastructure

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; and
- securing funding for implementation and future maintenance.

### **Community Engagement and Stewardship**

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.

Statutory Consultees

Paragraph 4.8 of the Consultation Statement provides a summary of the statutory consultee responses. None of the statutory consultees formerly objected to the Place Plan, however, they did suggest a number of relatively minor amendments. Natural England did advise that a Habitats Regulation Assessment (HRA) which considers the likely impacts of flood defence proposals on internationally designated sites is required to accompany the Place Plan. As such, a HRA has been undertaken which found that the Plan of itself will not result in any Likely Significant Effects on any of the Habitats sites within the scope of this assessment.

Following the Consultation, the following amendments are recommended to the Place Plan:

Page	Summary of amendment	Full amended wording
3	Updated paragraph 1, paragraph 4, paragraph 8 and paragraph 9 to reflect status of document as adopted	...and has been adopted by Tendring District Council as a non-statutory development framework. Tendring District Council has prepared the Place Plan as a step in the ongoing cross-sectoral work to change the prospects for residents for the better. This report outlines the strategic, physical and social context for the Place Plan, and sets out the Council's strategy for Jaywick Sand's renewal. The Place Plan has been developed on behalf of Tendring District Council by HAT Projects, with input from Igloo Regeneration. Maccreanor Lavington, DK-CM, Potter Raper and Antea also contributed to the early stages of the work.
4	Updated paragraph 1 to reflect the process undertaken	With a pause over the Covid-19 pandemic, work was restarted in late 2021, consultation undertaken on initial options in autumn 2022 and consultation on the Draft Place Plan in 2023-4.

5	Section added summarising main findings from 2023-4 public consultation	<p>2.3 Findings from consultation in 2023-4. Consultation took place in November 2023-January 2024 on the Draft Place Plan. This consultation involved in-person events as well as an online presentation of the Place Plan accompanied by a survey. The aim of the consultation was to establish if the Place Plan proposals were supported by the community, stakeholders and statutory consultees, and to gain feedback on the proposals on aspects that could be improved or should be amended. The main findings from the consultation were that consultees were overwhelmingly supportive of the Place Plan proposals. In percentage terms, each aspect of the Place Plan was supported by a large majority of respondents. The overall vision was strongly supported with 49% strongly agreeing and 37% somewhat agreeing with the vision statement. Only 11% disagreed somewhat or strongly. The flood defence design approach was strongly supported, with 51% strongly agreeing and 34% somewhat agreeing with the approach set out. Only 6% disagreed somewhat or strongly, while 9% neither agreed nor disagreed. Proposals for demolishing abandoned homes and using empty plots saw 67% strongly agreeing and 19% somewhat agreeing. Only 10% disagreed somewhat or strongly. Proposals for working with existing homeowners, and enforcing on substandard properties where necessary saw 59% strongly agreeing and 27% somewhat agreeing. Only 9% disagreed somewhat or strongly. Proposals for business, tourism and local services saw 55% strongly agreeing and 27% somewhat agreeing. Only 7% disagreed somewhat or strongly. The proposals for improving specific open spaces were strongly supported, with on average 61% strongly agreeing and 24% somewhat agreeing with the proposals. Proposals for accessibility and connectivity improvements saw 62% strongly agreeing and 23% somewhat agreeing. Only 7% disagreed somewhat or strongly. A number of suggestions, comments and feedback points from statutory consultees</p>
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		<p>have resulted in updates to the Place Plan in response. A full consultation report was prepared which sets out in detail the full feedback and the amendments made. A Habitats Regulations Assessment screening report was also undertaken in response to the consultation feedback from Natural England, which concluded that the Place Plan itself is not predicted to have a Likely Significant Effect on any Habitats sites, either alone or in combination with other plans and projects. There are potential impact pathways from the coastal flood defences, and further detailed assessment will be needed when this project develops.</p>
6	Section added regarding Active Lifestyles Local Delivery Pilot	Active Lifestyles Local Delivery Pilot. Jaywick Sands is one of the locations for the Essex Local Delivery Pilot led by Active Essex, to build healthier, more active communities across the county. Essex is one of 12 pilots chosen by Sport England. In Jaywick Sands this has included funding improvements to cycling and walking infrastructure, and the Pedal Power project.
8	Amendment to final bullet point following Environment Agency consultation response	Potential future residential / holiday accommodation development (no net long-term increase in permanent residents within Flood Zone 2/3)
10	Amendment to bullet point 4 under Flood defence and seafront public realm to clarify that Flood Grant in Aid funding arrangements are subject to change	Flood Grant in Aid (FGiA) may, under current funding arrangements, be available after 2030 but cannot be drawn down prior to this.
15	Amendment to Economic Profile to clarify that statistics are from the period before Sunspot opened, which has resulted in an increase in jobs in the community	Before the development of Sunspot, statistics suggested there were only 325 jobs in the settlement, representing a job density of 1 job to every 16 residents:
20	Corrected references to heritage assets	Grade II listed buildings in the area include Jaywick Martello Tower and Cockett Wick Farmhouse and Barn as well as a Scheduled

		Monument at the Decoy Pond north-east of Brooklands. The nearest Conservation Areas are at Clacton seafront and St Osyth.
29	Added mention of wider playing pitch and sports deficits to Green infrastructure, open space, leisure and play section	There are other district-wide deficits identified in the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports and Built Facility - Overarching Strategy (2023) and further opportunities could be considered in terms of provision locally, although the poor accessibility of Jaywick Sands with regard to the wider district limits its suitability to meet more strategic deficits.
32	Amended reference to NPPF to reflect update in 2023	...updated in 2023
41	Added wording to paragraph 2, to make the link between the flood defences and wider regeneration clearer	Instead, the flood defences should be designed to be a catalyst for wider regeneration, including increased economic activity through enhancing the beach as a visitor destination, and improving property values which will incentivise upgrading and rebuilding of homes to a higher standard of quality, energy efficiency and flood resilience..
42	Added wording to paragraph 1, to make the link between the flood defences and wider regeneration clearer	This will not only make the community better protected from flooding, but will also increase the opportunities to grow the visitor economy, and support wider investment in upgrading homes in the area.
42	Added mention of opportunity for additional seafront WCs to paragraph 3	There is also the opportunity to provide additional seafront WCs at various locations.
42	Added mention of water sports facilities (additional paragraph at the end of the page)	Jaywick Sands beach is well-suited to water sports and the feasibility of creating additional water sports facilities, such as boat ramps, changing facilities and equipment hire, should be explored during the next stage of design development.
43	Added wording to paragraph 2 to clarify that traffic calming should be designed into scheme Amended figures 63, 64 and 65 to add	... a re-designed Brooklands road with footways on both sides and a segregated cycle track, alongside traffic calming measures.

	indicative traffic calming measures to graphics.	
43	Added mention of opportunity for additional seafront WCs to paragraph 4	... such as play areas, cycle and car parking, kiosks or stalls, seafront WCs and landscaped garden areas....
44	Amended figure 67 to show indicative traffic calming measure	
47	Added mention of traffic calming to bullet points under 7.7	Adding traffic calming measures to slow vehicles
51	Wording to 8.5 strengthened regarding loan / grant funding	It is recommended that the option of low-cost loans, or grant funding, be explored to incentivise property owners to improve the safety of their homes.
54	Added recommendation regarding visitor parking to first paragraph	The amount and location of visitor parking is important to support the visitor economy and options for consolidating this in appropriate locations should be considered, including in the village itself and at the Martello Tower, while ensuring that this does not have an adverse impact on the public realm or heritage assets.
56	Added mention of wider playing pitch and sports deficits to paragraph 3	There are other district-wide deficits identified in the Colchester and Tendring Open Space, Playing Pitch, Outdoor Sports and Built Facility - Overarching Strategy (2023) and further opportunities could be considered in terms of provision locally, although the poor accessibility of Jaywick Sands with regard to the wider district limits its suitability to meet more strategic deficits.
57	Added mention of biodiversity and SuDS to Crossways Park, improvement 3	...biodiverse planting...to improve habitat, enhance SuDS functionality,...
57	Added mention of inclusive play equipment and outdoor gym equipment to	Add more seating / picnic tables and upgrades to play equipment, to include inclusive play equipment and outdoor gym equipment.

	Crossways Park, improvement 4	
57	Added mention of biodiversity to Garden Road, improvement 6	Shade trees and additional planting to enhance biodiversity
58	Added mention of inclusive play equipment to St Christopher's Way improvement 5	Play for older children at the wider end of the space, including inclusive play equipment
58	Added mention of permeable paving to parking at St Christopher's Way and Fern Way	...on-street bays with permeable paving as part of landscaping scheme... ...on-street parking as part of landscaped approach alternated with trees, using permeable paving...
58	Added mention of biodiversity and made reference to tree planting consistent, for St Christopher's Way, improvement 6, and Fern Way, improvement 3 and Sea Crescent, improvement 2	Shade trees and additional planting to enhance biodiversity
58	Added resident off-street parking to indicative proposal for Sea Crescent	New footway along Sea Way with off-street resident-only parking using permeable paving, set behind footway
59	Added mention of biodiversity and made reference to tree planting consistent, to Brooklands Gardens improvement 5	Shade trees and additional planting to enhance biodiversity
59	Added mention of potential for adventure playground features for Lotus Way	Landscape clean up new & biodiverse planting around the watercourse, explore potential for adventure playground features on open area
61	Additional sentence added to paragraph 3 to highlight that wider public transport improvements should be sought	It is recommended that TDC explores opportunities to improve public transport in collaboration with partners as this is currently impacts the ability of residents to access jobs and services and contributes substantially to

		many of the indicators of deprivation as a result.
65	Additional section added on street lighting. Sentence added to the final paragraph on the page to clarify that street lighting improvements are not included within the costs	11.7 Street lighting. Street lighting is patchy within Jaywick Sands, which lessens the perception of safety and discourages walking and cycling outside daylight hours. An assessment should be carried out to identify and address street lighting deficits, while avoiding light pollution or harming resident amenity. Street lighting improvements have not been included in these costs as the detailed study required to establish the scope required, has not been carried out.
68	Additional section on communications strategy and information campaigns added	Communications strategy. Communications and information campaigns are important, and will continue to be vital, in ensuring residents are correctly and effectively informed about flood risk, and are able to take the necessary steps to protect themselves and their properties. Alongside the wider community governance, a communications strategy and partnership agreement with the relevant agencies and public bodies would help to ensure timely, accurate and targeted information is given to the community, and avoiding confusion and misinformation.
69	Paragraph 2 amended to remove reference to consultation now that this has been completed. Additional paragraph added after paragraph 2, to set out more detailed recommendations for delivery mechanisms.	It is recommended to establish a dedicated place-based team that is tasked with delivering the wide range of projects and initiatives on the ground and is responsible for community liaison and communications. This should be supported by a steering group that brings together the full range of partners, underpinned by a partnership working agreement that confirms the commitment to working within the strategic direction set by the Place Plan.
Appendix B	Updated paragraph references to NPPF to the latest (2023) version	

## PREVIOUS RELEVANT DECISIONS

### Planning Policy and Local Plan Committee:

Recommended to Cabinet that the Place Plan be approved for consultation with the public and other interested parties: 5<sup>th</sup> October 2023 (Minute 16).

### Cabinet:

Resolved that the Draft Jaywick Sands Place Plan be approved for consultation with the public and other interested parties: 10<sup>th</sup> November 2023 (Minute 46).

## BACKGROUND PAPERS AND PUBLISHED REFERENCE MATERIAL

[Jaywick Sands Place Plan Equality Impact Assessment](#)

[Jaywick Sands Place Plan Habitats Regulations Assessment Screening Report \(May 2024\)](#)

## APPENDICES

Appendix A – Jaywick Sands Place Plan

Appendix B – Consultation Report

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