

Love Clacton – The Vision for Our Town Centre in 2030

Clacton Town Centre in 2030 will be a fun and well-loved, year-round destination that positively promotes its unique seaside heritage and works in seamless harmony with the town's fantastic beaches and famous attractions.

It will be a place with a familiar brand and a distinctive traditional character and atmosphere in which local residents and businesses take pride and active ownership, and where visitors are made to feel welcome and safe.

People of all ages and abilities will come to our vibrant town centre to live, work, dine, socialise, shop and learn about Clacton's fascinating history. Whether you are a resident, holidaymaker or day-tripper, the town centre will be the place to go for excellent food, quality goods, activities and entertainment both during the day and into the evening. Information and services will be readily available anywhere in the town centre, on-line and via the latest mobile technology.

With free access to the internet, people will take mobile working to another level, bringing their office to a town centre café, workspace or even a spot the beach. The town centre will also be a place to interact and learn - providing a hub for formal educational and health services, interactive experiences and community engagement.

Residents of all ages will be actively involved in the promotion and upkeep of the town centre and in providing excellent customer service to ensure that people can 'Love Clacton' for many generations to come.

Clacton will be:

CONVENIENT AND FREE – Easy to get to by all forms of transport with ample free street parking and conveniently located off-street car parks.

LOCAL AND PROUD – Positively promoted, loved and well looked after by local businesses and residents working together.

ACTIVE – Lots to do all year round with fun events, specialist markets and live music held regularly in the town square during the day and into the evening.

CLEAN AND SAFE – Family-friendly spaces kept safe and tidy by local people and businesses working closely with the Council and the Police.

TRADITIONAL CHARACTER – Proud of its history as one of the UK's top seaside resorts and not afraid to show off its traditional Victorian charm.

OBLIGING AND WELCOMING – Businesses and their staff are well trained, friendly and helpful to make visitors and residents feel welcome.

NEW AND EXCITING – Embracing new ideas and new technology and welcoming new business, activities and attractions.



Achieving the vision

In response to the revolution of on-line shopping, Clacton will develop to become more than just a shopping destination. Following a relaxation in the planning rules, the core of the town centre will start to offer a vibrant range of national and independent shops, services, restaurants, cafes and entertainment venues which complement and work with the attractions on the seafront whilst maintaining footfall for independent businesses occupying the surrounding streets. With the creation of new homes on upper floors of shop units and in the side streets, the community has been brought closer to the centre of town – maintaining and adding to the vibrancy and activity throughout the day and into the evening. Businesses will want to stay open for longer to exploit the opportunities for trade and increased tourist footfall and the day-time and evening economies will enjoy a seamless transition.

Not only will the town centre offer a place to shop and socialise, it will also offer more opportunities for people to work thanks to the roll out of free wifi and mobile connectivity – allowing more people to do business, whether that be from a laptop or smartphone in one of the town's cafes or through the flexible working space and hireable meeting rooms that have been created in response to ever increasing demand. Some people will even take their office outside; enjoying their lunch or coffee on the outdoor seating provided by the town's many eating and drinking establishments, or even the beach. Comprehensive wifi and mobile coverage will have also revolutionised the way people access shopping and services in the town centre. Not only will customers be kept abreast of all the latest offers, events and special deals, but paying for things will be safe, convenient and easy with the advancement of mobile and contactless technology.

'Love Clacton' will not only be the brand that all residents and many of the town's visitors will have become familiar with, it will also be the philosophy held by the community of businesses and residents, supported by the local Council, Police and voluntary organisations. As a brand, the Love Clacton logo will enjoy a consistent physical presence in shop windows, signs and banners throughout the town and will also be at the forefront of social media, newspaper, radio and local television. Businesses will work together to promote the brand and to ensure that local people need look no further than Clacton Town Centre and its seafront for fun, entertainment and enjoyment.

The Love Clacton philosophy will have developed into a community of people that take pride in their town and who want to offer their time and assistance in making the town centre a clean, safe, attractive and vibrant place. An army of 'Ambassadors' of all ages and backgrounds, with strong leadership from the town's business community, will volunteer their time to welcome visitors and help promote, maintain and generally keep an eye on their town centre. The Ambassadors will organise and marshall a host of public events on the town square, throughout the year which will be effectively promoted through various media channels – these will include live music and entertainment, specialist markets and themed events. They will also play a critical role in helping to keep the town centre tidy and attractive by assisting with planting and maintenance, reporting problems to the relevant authorities and being a constant presence in the town centre to assist businesses, visitors and the work of the Police. Thanks to the measures put in place by the Tendring Community Safety Partnership, people will feel safe in Clacton Town Centre and it will be seen as a place that is fun, welcoming and family-friendly.

With some subtle but effective changes to the parking and traffic arrangements in the short-term, Clacton Town Centre will have become easier to get around – whether by foot, bicycle, bus, taxi or car. The area will have also become busier which will be beneficial to its sense of vibrancy and to local businesses. With more opportunities to park in the heart of the town centre, local shops will have enjoyed a boost in trade. Adjustments to the flow of traffic and improvements to signage will have made it easier to park. Key routes into the town centre will have also seen investment in their public realm including planting, signage, cycle/footways and street furniture. Important links into the town centre from the seafront and the railway station will have also been improved and Clacton's traditional Victorian seaside character will be enhanced and promoted as a key element of the overall Clacton experience. Through encouragement and incentives for businesses to repair and improve their properties, the town's buildings will look better than ever – contributing positively to the town's character and people's enjoyment of its environment.

Thanks to the programme of measures developed and implemented by the community and businesses (working together with the support of the Council, partners and government) and through the good will of its residents, Clacton Town Centre in 2030 will have achieved this vision of being a fun and well-loved, year-round destination that positively promotes its unique seaside heritage and works in seamless harmony with the town's fantastic beaches and famous attract

Spatial vision

Waterglade/Rosemary Road West

Developing a high quality 'anchor' retail park within a stone's throw of the core shopping area.

Priorities:

- Work with the owners to support their proposals to expand the retail park onto the old gasworks site to give more choice to shoppers and to tidy up an otherwise redundant site.
- Working with the developers of the Waterglade extension and through other sources of funding to secure improvements to the public realm along Rosemary Road West to promote and maintain linked trips by foot and cycle between the retail park and the town centre.

Core Shopping Area (including Central Pier Avenue/Electric Parade)

Providing and promoting Clacton's best shopping, eating and drinking in the heart of its vibrant historic core. A series of short, medium and long-term measures will aim to transform this area into 'Electric Parade', the thriving heart of Clacton.

Short-term priorities:

- Alter parking and traffic restrictions to create additional on-street parking opportunities close to the core of the town centre in the short-term to help improve footfall for existing businesses.
- Remove planning restrictions to promote a flexible mix of uses including restaurants and cafes amongst shops.
- Working with businesses and partnerships, the Love Clacton Ambassadors will host a variety of events throughout the year which will be well publicised through a variety of media outlets (including social media) and will be well attended, by Clacton's own residents and visitors.

Medium-term priorities:

- Improve access to and from the car park in Jackson Road for pedestrians and car users and increase off-street parking capacity, through the potential creation of a multi-storey car park.
- Work with bus companies and taxi drivers to relocate taxi ranks and bus stops to help increase parking provision and pave the way for a more pedestrian friendly environment in the long-term.
- Utilise property to create necessary pedestrian linkages and create new residential accommodation and business space to add to the vibrancy of the town centre.

Long-term priorities:

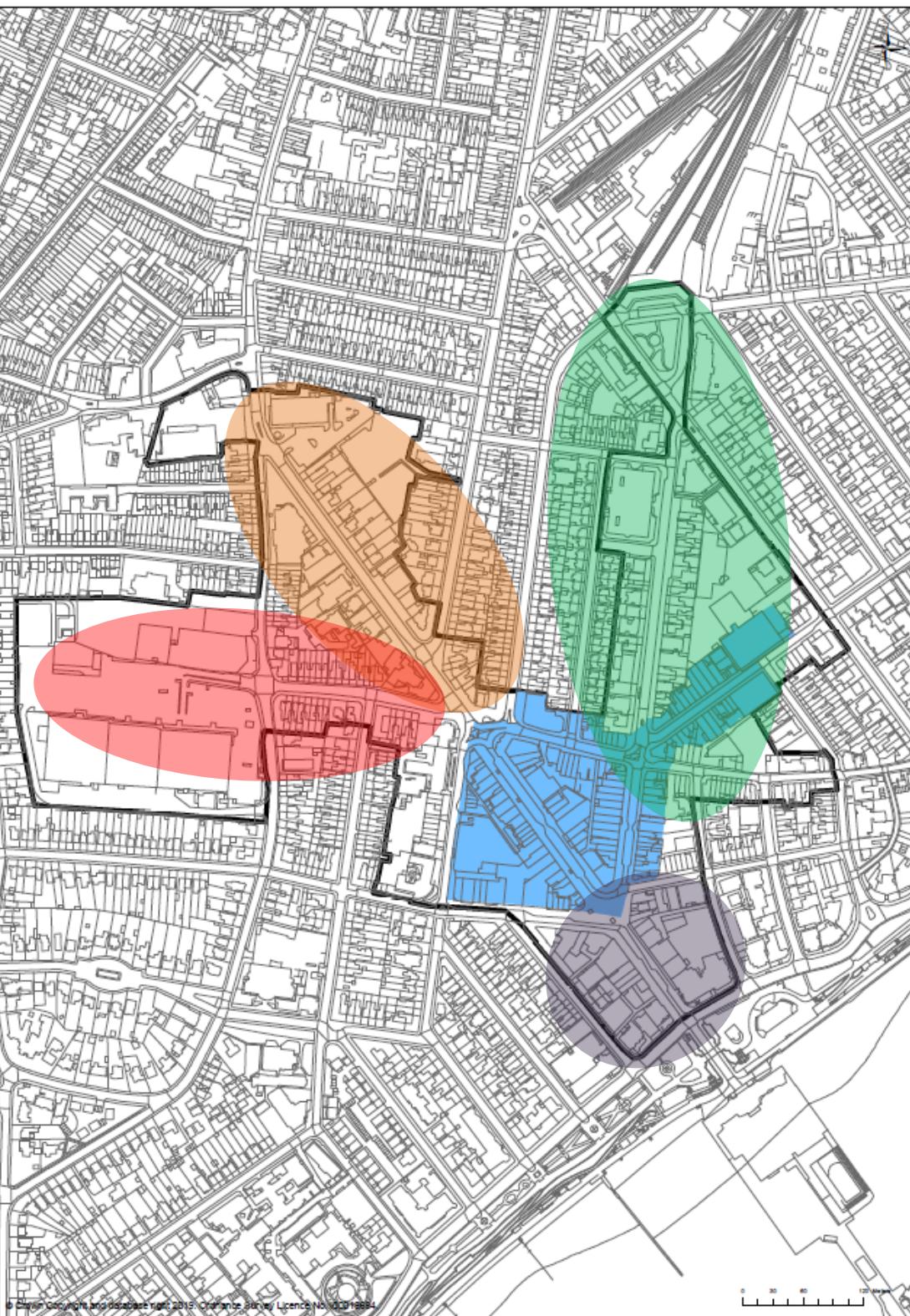
- Comprehensive programme of public realm improvements to create a pedestrian friendly area that promotes and conserves Clacton's special Victorian seaside character.
- Re-brand as 'Electric Parade' with attractive cast-iron archways at either end and an under-cover canopy through its centre, retro street-furniture, lighting, bunting and signage and branding that promotes Clacton's heritage.
- Create a thriving mix of shopping, eating and drinking opportunities and a host of regular street entertainment, specialist markets and other events.

Pier Avenue North

Enhancing an important gateway into the town centre via its health and spiritual quarter.

Priorities:

- Public realm improvement including new paving, lighting and street furniture to give residents and visitors a more welcoming sense that they have arrived in the town centre.
- New easy to understand and interactive signage will help direct drivers to the town centre's off-street car parks in Jackson Road, Wellesley Road and the High Street.
- Utilise some of the lighting columns relocated from central Pier Avenue/Electric Parade following its transformation and furnish with positive Love Clacton branding, events advertising and seasonal decoration.



Station Road/High Street/Rosemary Road

Enhancing an important gateway into the town centre via the railway station and developing a hub of educational, health and community services.

Priorities:

- Manage long-term transition from businesses and estate agents moving on-line to enable alternative town centre uses including community use, shops, cafes and residential.
- Reduce and ultimately remove forecourt parking in Station Road to enable wider pavements, better cycle links and a better flow of traffic.
- Utilise and amalgamate land and property to create a mixed-use public sector employment site, high-quality residential development and a new library, community hub and educational/health facilities to help increase footfall and usage of the town centre.
- Work with Sainsburys to improve, expand and enhance the town centre's anchor supermarket and support retailers in the High Street.
- Increase car parking capacity and improve pedestrian and cycle connections through to the core of the town centre.
- Improved signage to direct drivers, walkers and cyclists.
- Create coach parking facilities and encourage the flow of day-visitors visitors through the town centre on their way to the seafront.
- Work with the rail company to promote trips to Clacton and pedestrian flows through to the town centre.

Pier Avenue South/Seafront

Create a destination for socialising, eating, drinking and partying for people across a range of age-groups to support the evening and night time economy.

Priorities:

- Manage long-term transition from amusement arcades to encourage new restaurants, bars and clubs – expanding on the existing hub of evening activity.
- Work with partners to explore the potential to fully pedestrianise southern Pier Avenue to create a more pedestrian friendly zone that is safe, easy to Police and which supports growth in the evening and night time economy and which allows for an extension of the town square to host events and street markets.
- Promote the history of the town through its public realm and explore the potential to reveal and restore some of the town's earliest Victorian buildings.
- Enhance pedestrian linkages to and from the Pier, seafront and Hospital.

Overarching objectives

OBJ1: Make the town centre a destination associated with fun and enjoyment where people are just as likely to go to meet socially and be entertained, as for shopping.

OBJ2: Turn the town centre into an all-weather shopping and leisure destination where, come rain or shine, there are things to enjoy and reasons to visit, and to stay longer.

OBJ3: Make the town centre vibrant - concentrating activity in its central core and increasing the resident population through quality housing above shops and in side streets.

OBJ4: Make sure the town centre works in seamless harmony with the town's beaches and seaside attractions with activity and trade in both areas extending into the evenings.

OBJ5: Actively promote the 'Love Clacton' brand both physically throughout the town centre and through a variety of digital and other communication channels.

OBJ6: Positively promote the town's unique history and seaside heritage through its branding, public realm, architecture, events and activities – to set it apart from other places.

OBJ7: Make the town centre a place that people can get to easily and conveniently by all forms of transport and prepare it for the predicted rise in the ownership of electric cars.

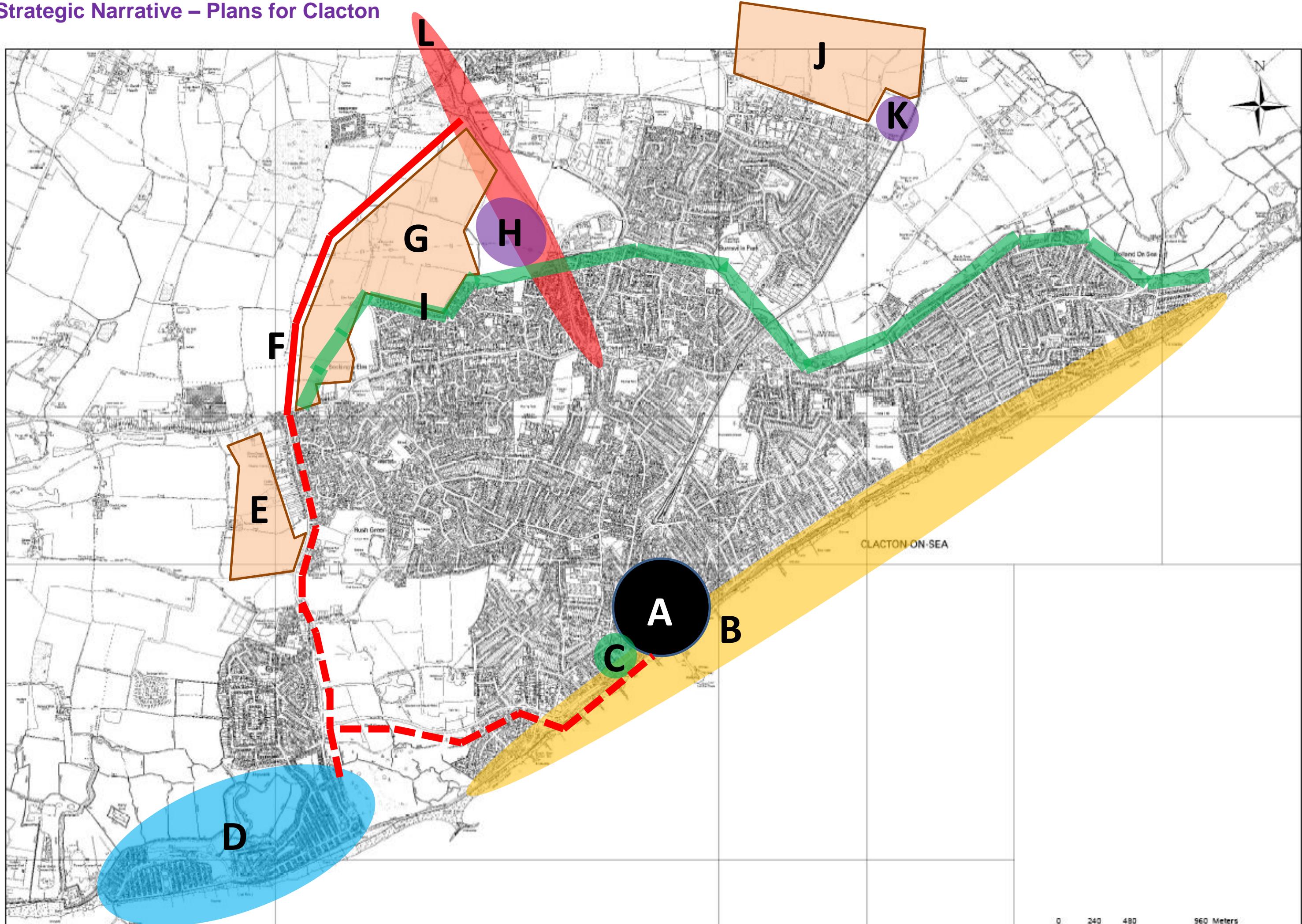
OBJ8: Make the town centre safe, easy and convenient to navigate for pedestrians of all ages and physical abilities and improve connectivity to surrounding assets.

OBJ9: Make the town centre a place that is tidy, welcoming and safe and a place with excellent customer service that residents and businesses are proud of.

OBJ10: Bring the town centre into the digital age to enable people to work remotely and access online and app-based services and information.

OBJ11: Make the town centre a hub for education, public services, community activities and clubs and manage the transition from a retail destination to a more varied and mixed offer.

Strategic Narrative – Plans for Clacton



A: Rejuvenation of Clacton Town Centre

Package of measures developed by the Clacton Town Centre Working Party and part funded through the Future High Streets Fund to transform Clacton Town Centre into a fun and well-loved, year-round destination that positively promotes its unique seaside heritage and works in seamless harmony with the town's fantastic beaches and famous attractions.

B: Investment in Beaches and Seafront Attractions

Ongoing public and private investment in the seafront including the recently completed Clacton to Holland on Sea Coast Protection Scheme – a multi-agency scheme that has created 5 kilometres of attractive new beaches; and ongoing multi-million pound private investments in the owners of key attractions including Clacton Pier, Clacton Pavilion and the Kingscliff Hotel to provide modern first-class amusements, rides, attractions, eating and drinking facilities and visitor accommodation. It is the Council and its partners' aspiration to deliver further improvements along the seafront and maximise the potential of Clacton's new beaches.

C: Upgrade of Clacton District Hospital

Plans for comprehensive redevelopment of the Clacton Hospital site are being developed by the NHS (CCG-led) in consultation with the Council. The site design strategy aims to co-locate two local GP surgeries onto the site alongside the Urgent Treatment Service, other Outpatient and primary care services, Maternity, and clinical support services, and develop a Community Health & Wellbeing Hub that includes social services and prescribing, and supports the integration of mental and physical health. This scheme includes the range of current healthcare providers and will replace buildings that are old and no longer fit-for-purpose, refurbish some of the better estate and upgrade plant, while creating a more functional and purposeful facility for all users, with a characteristically civic feel. The new environment will be much improved for the delivery of a range of medical services and the patient experience. In its early design stages at present, the scheme may present an opportunity for some disposal of land on the site for housing and enhance the regeneration of the town centre project.

D: Regeneration of Jaywick Sands

Jaywick Sands is the most deprived community in England (the Index of Multiple Deprivation) but has a core of longstanding residents with a strong sense of community who are extremely keen to see physical and social improvements to the area. The area has complex economic and physical issues, including high levels of flood risk. The Council is leading a multi-agency effort to regenerate the area through a 'place based approach' to addressing social, economic and health issues by developing a 'Place Plan' which will include proposals for new high quality housing. The Coastal Community Team (CCT) is recognised as the only one in the UK where government and residents are working in the same space to develop the renewal process.

E: Rouses Farm Development

Development of 950 new homes with land for a new primary school and neighbourhood facilities on the western edge of Clacton with outline planning permission in place and a developer seeking to complete the first homes as early as 2021. Boosting the supply of new housing in Clacton is a key objective in both the Council's Housing and Economic Strategies to address housing need, increase the demand for goods and services and thus generate economic activity and support the use of the town centre.

F: North Clacton Relief Road

Construction of a new link road around the north west of Clacton between the A133 and Jaywick Lane which will unlock and provide access to the major housing-led mixed-use development at Hartley Gardens Development, relieve existing traffic and highway capacity issues in Clacton and create an alternative route for tourists and visitors to the town to the west, via Jaywick Lane, West Avenue and Martello Bay providing more direct and convenient access to the seafront and its attractions, the town centre and Jaywick Sands which will aid their regeneration and commercial potential. The Council is working with government and Essex County Council to explore the potential for forward-funding the relief road so it can be delivered as early as possible.

G: Hartley Gardens Development

Major urban extension to north-west Clacton proposed through the emerging Local Plan which will deliver the North Clacton Relief Road, a further 1,700 new homes, new community facilities, a health facility; large areas of new green space around Picker's Ditch Walkway and additional employment land. The Council is working with landowners, developers and government to develop a comprehensive master plan for the scheme and to bring the development forward as quickly as practicable. It is currently anticipated that development will begin in 2024.

H: Brook Park West

Multi-million pound private development already under construction at the gateway entrance into Clacton expanding upon the popularity and success of the existing Brook Park Retail Park. The scheme includes a new Lidl Foodstore, a drive-thru McDonalds, a Marsdens Pub/Restaurant and Hotel complex space for additional retail warehouses, land for business and industrial units, 200 new homes and an expansion to the Picker's Ditch Walkway. The development will work in harmony with the wider Hartley Gardens scheme and the 200 new homes are expected to be built from 2021.

I: Pickers Ditch Walkway

A network of green spaces, footpaths and cycleways around the outskirts of Clacton that has been created in phases extending from the housing developments in west Clacton through to Holland and Sea and Holland Haven Country Park. The Walkway will be expanded significantly as part of the Hartley Gardens development in north west Clacton – providing an important green lung through for the town's existing and future residents.

J: Oakwood Park

Major urban extension to north-east Clacton proposed through the emerging Local Plan which will deliver around 1,000 homes of which 250 have already obtained full planning permission and a housebuilder is aiming to start work in 2019/20. The wider scheme will deliver a new primary school, community facilities, open space and specialist accommodation to meet the needs of older and disabled residents. The development will support the economy of the town centre as well as the neighbouring shopping outlet.

K: Extension to Gorse Lane Industrial Estate

A six hectare extension to the Gorse Lane Industrial Estate, Clacton's largest industrial area, is under construction and will add to the choice and variety of premises available to the existing business community and potential inward investors.

L: Improvements to the A133

The main road into Clacton is the A133 which connects to Colchester and the A120 to the west of Tendring and which suffers from heavy congestion during commuting times and the holiday season. Essex County Council as the Highway Authority and the South East Local Enterprise Partnership are jointly funding changes to the roundabouts at the A120 link road in Frating and at Weeley designed to improve the flow of traffic which will, in turn, improve the commercial attractiveness of Clacton and improve the experience of residents and visitors. Developer funding will also be secured to make improvements to the busy St. John's Roundabout on the A133 in Clacton.

Spatial strategy for Clacton Town Centre

1

Long-term re-direction of tourism traffic into the town centre via the new North Clacton Relief Road and the seafront attractions to the west of Clacton Pier.

2

Short-term creation of a performance area/events space on the town square to generate additional footfall, support community activity and deliver public information/advertising opportunities.

3

'Electric Parade': Integrated transport hub with direct connection to a re-branded and consolidated town centre core with high quality public realm, all-weather activity and residential development.

4

'Carnarvon Towers': Major residential development and/or major public sector hub to support footfall in the town centre alongside improved parking facilities, a modernised anchor food store and

5

'Savoy Place': Creation of hub for education and learning, community services and conferencing facilities to support footfall in the town centre and meet a variety of socio-economic needs.

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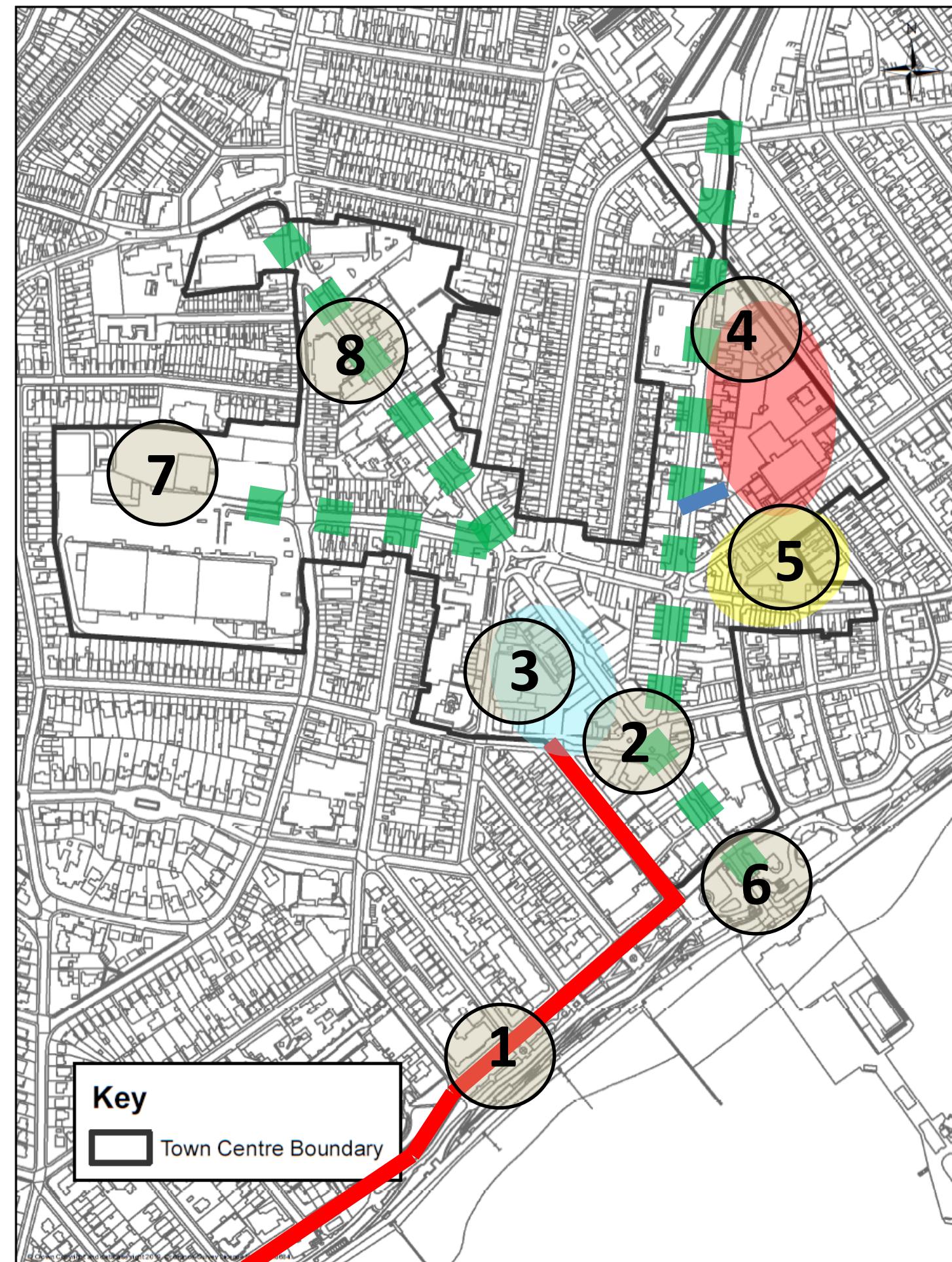
Continued private investment in Clacton's main tourist and seaside attractions, supported by the rejuvenation of the wider town centre, growth in the night time economy and positive branding.

7

Private investment in the expansion of Waterglade Retail Park to help generate more linked trips into the town centre and improve one of the area's key gateways.

8

Improvements to public realm, signage and walking, cycling and other transport facilities to facilitate better navigation of the area, convenient access and better public perception.

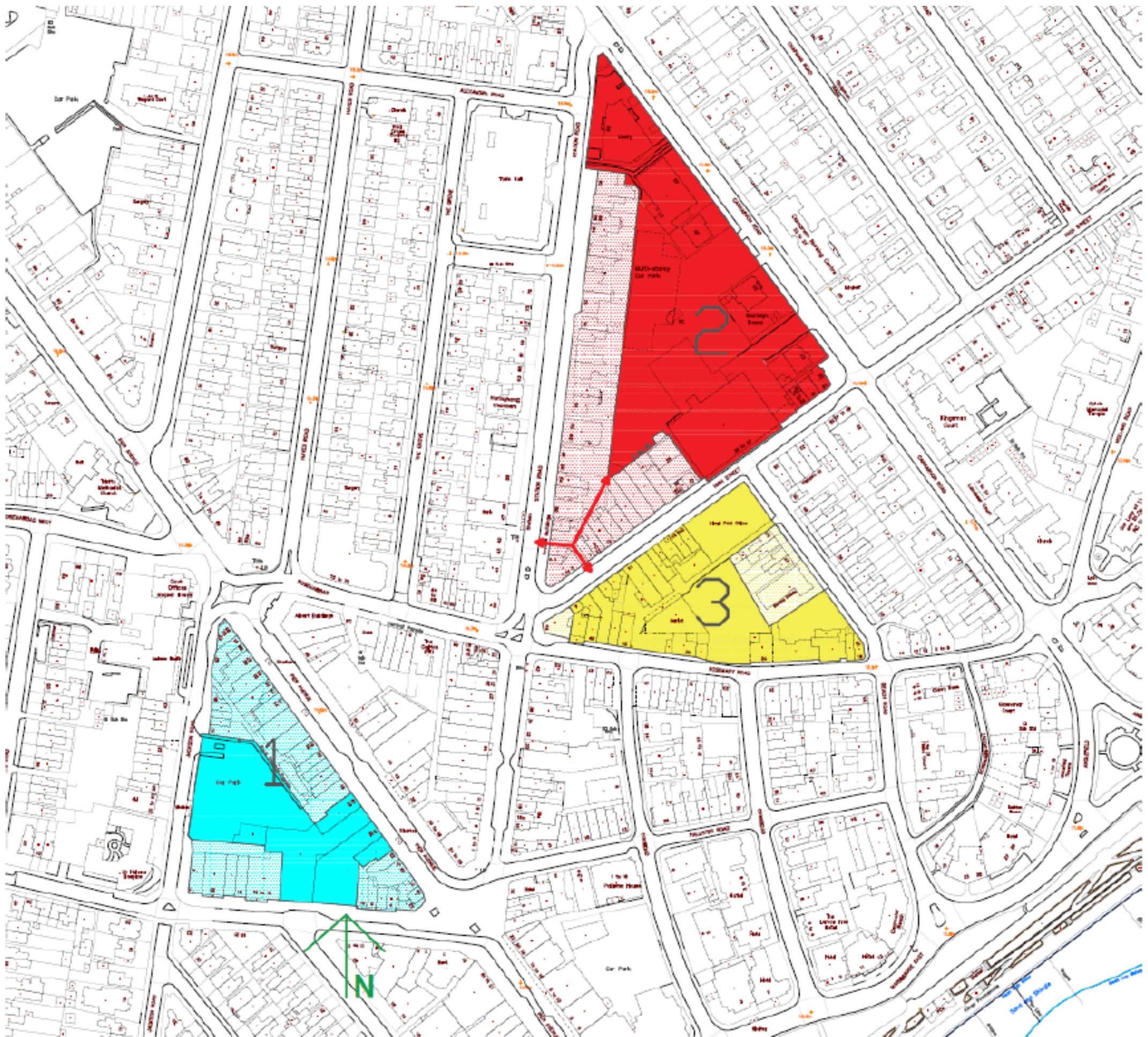


Opportunities for intervention

Site 1: 'Electric Parade'

Site 2: 'Carnarvon Towers'

Site 3: 'Savoy Place'



Property overview

Site 1: 'Electric Parade'

Located in the town's core shopping area, this opportunity focusses on the triangular block of property bound by central Pier Avenue, West Avenue and Jackson Road.

Key property includes:

- The terrace of architecturally significant Victorian villas on the western side of central Pier Avenue, historically known as Electric Parade – the first part of Clacton to be installed with electric lighting.
- Within that terrace, the former Marks & Spencer store which is vacant following its closure in 2018 – although M&S hold a lease with almost 8 years remaining the freehold of the property belongs to Tendring District Council. This unit benefits from dual frontages onto Pier Avenue and West Avenue (the latter of which lies a short walking distance to the seafront and its attractions).
- The large unit immediately adjoining the former M&S Store currently in private ownership and occupied by Poundland which also benefiting from dual frontages onto Pier Avenue and West Avenue and a potential third entrance into the Jackson Road surface car park (previously utilised when the store was occupied by Woolworths, but currently bricked up). Both the M&S and Poundland buildings are mid twentieth century in character and out of keeping with the Victorian character of the bulk of the street. It is understood that the properties were reconstructed after bomb damage.
- The Jackson Road surface car park, formerly the town's bus station, in private ownership and operated by NCP with 90 pay and display spaces, often under-utilised and, in part, used for a small weekday market. It is the closest off-street car park to the core of the town centre but is difficult for visitors to locate and does not enjoy direct pedestrian access to the Pier Avenue shops following the closure of the former Woolworths (now Poundland) back entrance.
- The Town Square and main shopping street, under the control (but not ownership) of the District Council and County Council, which were reconfigured in 2006/07 to create a more pedestrian-friendly experience; but where footfall has fallen in recent years. The Town Square is used for occasional events and activities but is awkwardly located between the town's amusement arcades and main shops and is asphyxiated by traffic routes to two faces. The main shopping street has restricted vehicular access with priority for buses, deliveries and taxis but greater restrictions on car parking.
- Other retail ownership is split amongst a number of private landlords and a smaller number of owner occupiers. Rents and values are relatively low, which has suppressed vacancy rates in the past, but a growing number of units are empty.
- Generally the character of the area is spoiled by being neither one thing nor the other: neither pedestrianised nor open to traffic, neither Victorian nor modern, available for events but constrained and sporadic and by being inconsistently maintained in all aspects.

Site 2: 'Carnarvon Towers'

Located in the Station Road/High Street/Rosemary Road area, this large triangle of property lies between the town's railway station and the core shopping area and is bound by Station Road (home to Clacton Town Hall and the area occupied by many Estate Agents, Solicitors and other professional services), Carnarvon Road (the last stretch of the A133 terminating at the seafront) and the High Street.

Key property includes:

- Clacton Library, owned by Essex Council – a brutalist 1970s prefabricated modular concrete building with forecourt parking occupying a key corner gateway into the town centre. The top floor of the library is used by the Clacton History Society to exhibit historic photographs and other artefacts.
- Carnarvon House, - a 1960s prefabricated concrete structure with some forecourt and undercroft parking immediately adjoining the library and owned by Tendring District Council and remains leased to the NHS. The property is now surplus to NHS requirements and has been vacated although four years of the lease remain unexpired.
- Group of four privately owned and rented flats erected in the early 21st Century with rear garden and parking
- Carnarvon Road Car Park, owned by Tendring District Council which comprises both surface level and multi-storey car parking provision (300 spaces in total).
- Former Westleigh House site, a vacant site formerly occupied by a Tendring District Council scheduled to be adapted into a further 30 parking spaces
- Sainsbury's food store, the largest supermarket within the core shopping area of the town centre.
- Small group of retail premises and a minor care facility located on the corner at the junction with the high street.
- The combined effect of the whole of these premises is to give the impression of a hotchpotch of barely considered and poorly used and maintained premises that deter rather than welcome passers-by added to a supermarket that is well used but somehow lost in the space between local and substantial shopping.

Site 3: 'Savoy Place'

Located immediately south of the Carnarvon Towers opportunity site, this is a triangle of property bound by the High Street, Rosemary Road.

Key property includes:

- The former Post Office which has now been vacated following co-location of PO services into to the WHSmith outlet in Central Pier Avenue.
- Sam's Hall, formerly the Imperial Hotel and current Head Quarters for Tendring Community Voluntary Services (TCVS).
- Vacant site of the former 'Sandles' restaurant (formerly Osbourne Hotel and Lord Nelson pub) which was one of Clacton's earliest buildings but demolished after becoming structurally unsound and a health and safety concern. The site is currently subject of a planning appeal against the refusal of planning permission for a mixed-use residential and commercial scheme.
- Indoor Market Accommodated in a mid-twentieth century shed with a small outdoor market space to the front.
- Former Savoy Theatre - an attractively designed Victorian building with shopping frontages onto both High Street and Rosemary Road and with disused entrance and auditorium on the First Floor. Formerly the Operetta house and later Vice Versa and Rumours Nightclubs. The upper parts are currently on the market with a long lease and planning permission for conversion to flats.
- A small number of rather unattractive retail premises with flats over which separates the vacant Sandles site from the TCVS building and the market.
- Arguably these sites represent some of the best and most original architecture of Clacton coupled with community endeavour and at the same they represent the loss of cultural aspiration from the town and the decline of the built fabric and the unviability of many development forms.

Site-specific objectives

Site 1: 'Electric Parade'

Being located in the core of the town centre and a relatively short distance from the seafront and its attractions, this site provides by far the best opportunity to deliver direct, tangible and transformational changes aimed at boosting activity and footfall, supporting a more diverse offer and experience for visitors and delivering upon many of the overarching objectives for rejuvenating the town centre.

The site-specific objectives of developing the Electric Parade site, which align with the vision, spatial priorities and overarching objectives, are:

- Re-branding the core of the town centre as 'Electric Parade' and re-invigorating the area to offer a unique experience from other competing towns by positively promoting and emphasising the town's seaside history, Electric Parade's proximity to the seafront and attractions, the town's association with fun, enjoyment and entertainment and the architectural beauty of Electric Parade through positive branding, high quality street furniture and signage, a vibrant town square and tasteful but spectacular lighting. [OBJ1, 4, 5 and 6]
- Make Electric Parade the core focus for commercial activity as part of a managed contraction of the town centre but creating commercial space and seeking to locate a mix of multiple retailers, high quality independents and food and drink establishments into this core area. [OBJ3, 11]
- Facilitating direct and convenient access and footfall into the town centre core and the seafront attractions by creating an attractive, safe and direct pedestrian link from the Jackson Rd car park into the newly branded Electric Parade by re-configuring existing units and creating additional commercial floorspace in the process. [OBJ3, 4, 8, 11]
- Improving access to the core of the town centre and seafront area by all forms of transport through the construction of a new multi-storey car park in Jackson Road that is easy to locate for people traveling from multiple directions which incorporates integrated electric charging points, a central bus interchange, bike storage and which connects directly to Electric Parade via the new pedestrian link. [OBJ3, 4, 7, 8, 10]
- Maximising the space above shop units to deliver new high-quality residential accommodation in the core of the town centre which will stimulate day and night time activity, respond to housing needs and improve safety and natural surveillance - with the potential for an iconic high-rise tower incorporating an observation platform and maximum sea views and utilising transport and parking provision provided at the new electric-enabled multi-storey facility. [OBJ 3, 4, 9]
- Transform Electric Parade into a vibrant, pedestrian friendly area that can host a range of street activities including art, live music and performance, entertainments, events, activities by local clubs, street markets and food and drink stalls – activities that will complement the offer provided by the seafront attractions. [OBJ1, 3, 4, 5, 6, 8, 9, 11]
- Creation of a unique and stylish overhead canopy extending partially above the new pedestrian-friendly area which will ensure activities can take place in all weather and into the cooler evenings. The canopy will be designed to maximise and enhance views of Electric Parade's unique architecture and, as well as providing protection from the weather, it will provide a structure for the integration of wifi and other telecommunications infrastructure to support remote working and use of digital technology; and a structure for decorative and seasonal lighting which will also help extend activity and trade into the evenings. It could also host solar panels. [OBJ1, 2, 3, 4, 5, 6, 9, 10]

Site 2: 'Carnarvon Towers'

Lying on the outskirts of the core of the town centre, the Carnarvon Towers development would play a key role in supporting the objectives for Electric Parade whilst providing a range of wider socio-economic benefits. With much of the property already under public control, there is an opportunity to deliver a comprehensive scheme that can improve footfall whilst addressing wider objectives.

The site-specific objectives of developing the Carnarvon Towers site which align with the vision, spatial priorities and overarching objectives, are:

- Facilitate the relocation of library and other public services and facilities into premises closer to the core of the town centre where they can help to directly support footfall and the vitality and viability of other town centre businesses. [OBJ3, 11]
- Create a major purpose-built mixed-use development for:
 - a) The creation of high-quality, medium-rise office-space for co-located public services and/or private sector companies – benefitting from close proximity to Clacton Railway Station and the Town Hall that could provide significant additional local employment and support footfall in the wider town centre; and/or
 - b) High quality, medium-rise residential accommodation including specialist housing, starter homes, key-worker housing and private housing for sale which will help to address the general and specialist needs of a growing population whilst increasing footfall in the town centre, improving safety and natural surveillance and generating funding to be invested in improvements to the wider town centre. [OBJ3, 11]
- Facilitating direct and convenient access and footfall into the town centre core and seafront attractions by creating an attractive, safe and direct pedestrian link from the Carnarvon Rd public car park into the southern part of Station Road. [OBJ3, 4, 8, 9]
- Improving the quality of the Carnarvon Road public car park and upgrading it to incorporate electrical charging points whilst providing the opportunity to consolidate that car park (in light of the proposed increase in provision at Jackson Road) to either incorporate coach parking facilities (to encourage coach visitors to pass through the town centre on their way to the seafront); or provide additional land for office or residential development. [OBJ4, 7, 10, 11]
- Creation of an attractive piece of public realm feature on the corner of Station Road and Carnarvon Road with iconic artwork, planting or lighting to mark the entrance into the town centre, especially for people arriving by train – incorporating the 'Love Clacton' branding. [OBJ4, 5, 6]
- Expansion and modernisation of the Sainsbury's food store to re-inforce its important role as the most central of Clacton's supermarkets, best placed close to the core of the town centre to act as an anchor for shoppers and generating footfall for surrounding businesses. [OBJ3, 10]
- Improvement of the public realm and the pedestrian link via Sainsbury's into the High Street. [OBJ8, 9]

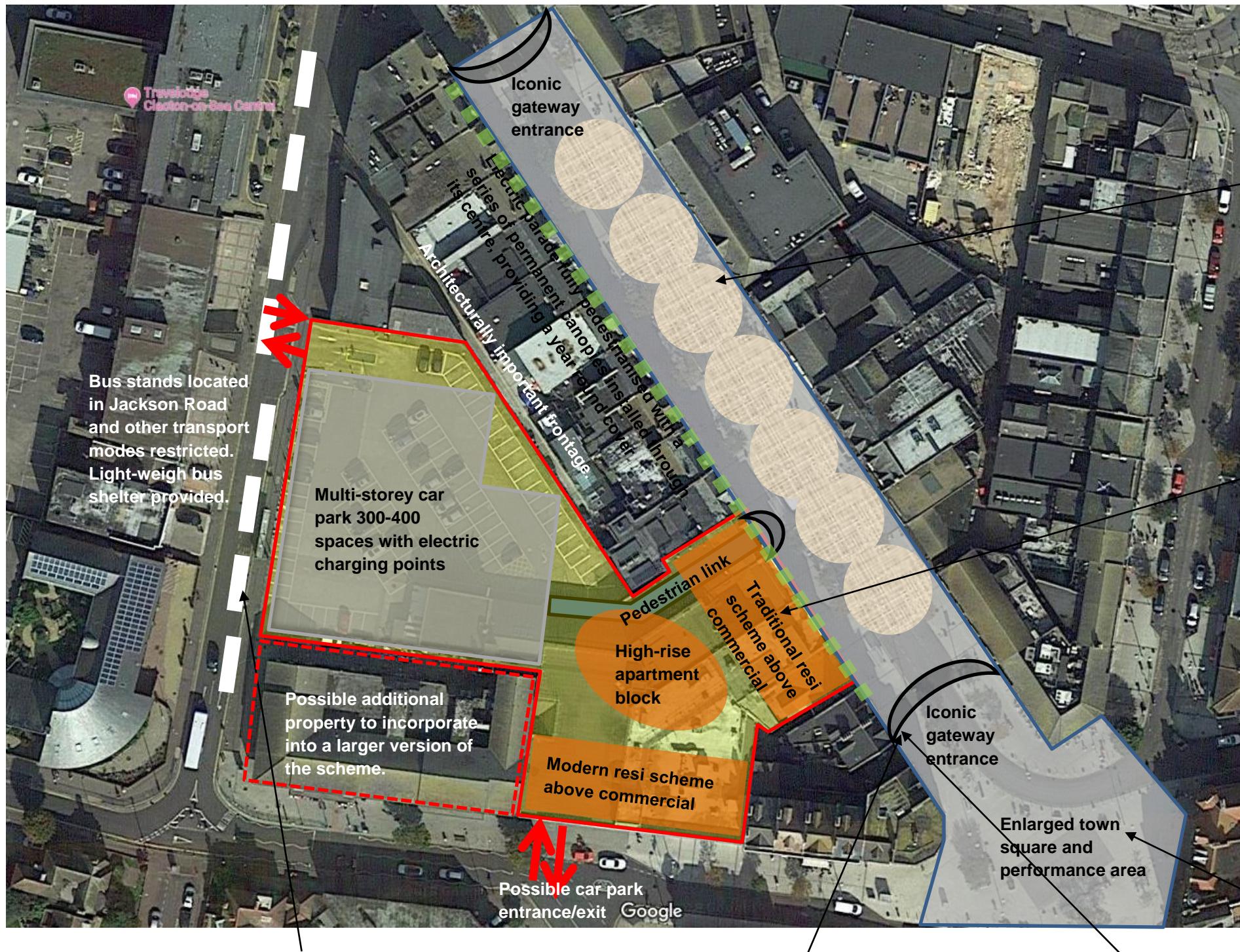
Site 3: 'Savoy Place'

One of the key overarching objectives emerging from the vision for Clacton Town Centre is to make it a hub for education, public services, community activities and clubs and manage the transition from a retail destination to a more varied and mixed offer. The Savoy Place site has the potential to become that 'hub', building on the existing presence of Community Voluntary Services Tendring (CVST) and utilising under-utilised land and property to co-locate other community-focussed organisations and educational facilities.

The site-specific objectives of developing the Savoy Place site which align with the vision, spatial priorities and overarching objectives, are:

- Utilise the redundant former Rumours Nightclub (previously the Savoy, and earlier to that part of Clacton's original Town Hall) to create a flexible arts and cultural venue, combined with the better shops integral to the building community facility and enterprise space that can be utilised by community groups, CVST and educational establishments. [OBJ6, OBJ11]
- Relocate market elements closer to the core of the town centre in Electric Parade so it can expand and benefit from the improved footfall. [OBJ3]
- Facilitate the accommodation of a significant arts attractor into the area as to generate interest and visitor numbers. [OBJ3, 6, 11]
- Manage retail users from the poorer quality units on Rosemary Road into the better ones closer to the High Street and Town Centre to concentrate footfall and viability. [OBJ3]
- Relocate Library facilities together with adult education to the former Post Office site and forge links to third sector offerings in the area. [OBJ3, 11]
- Provide high quality residential accommodation on upper floors where feasible. [OBJ3]
- Establish a small community square within the block to support the functions in the built form and act as a space for impromptu events and pop-up stalls. [OBJ3]
- Develop the vacant Sandles site, poor retail and the relocated covered market into a purpose-built conferencing facility and campus for further education to help address Clacton's need for skills and training facilities and to boost footfall and supply-chain industry in the wider area. [OBJ 3, 11]
- Work with third sector and community providers to ensure that the combined facilities offer a varied and vibrant range of cultural, educational and community facilities that attract visitors and residents to the Town Centre in support of the revised retail offer close by. [OBJ3, 11]

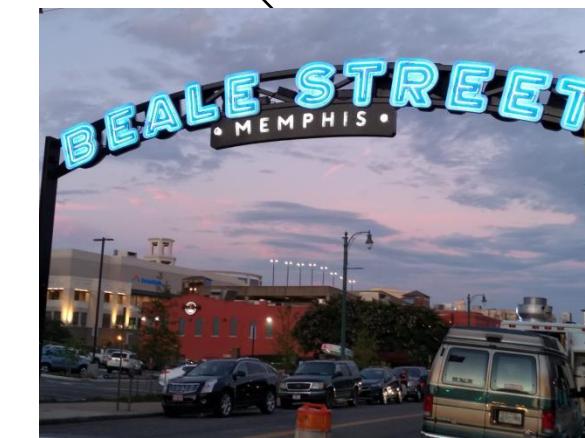
Concept idea – Site 1 ‘Electric Parade’



Example of lightweight bus shelter



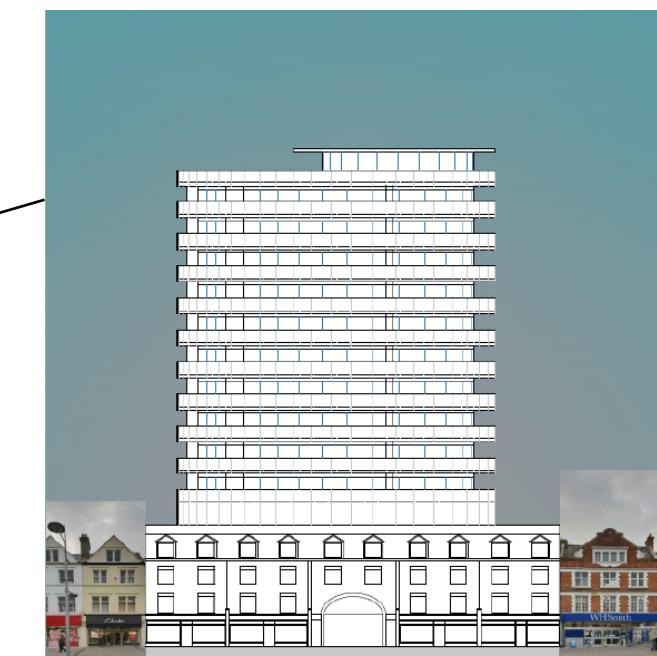
Concept showing potential scale of development from Agate Road/West Avenue



Example of Gateway entrance: Beale Street, Memphis



Example of an overhead canopy, Borneo

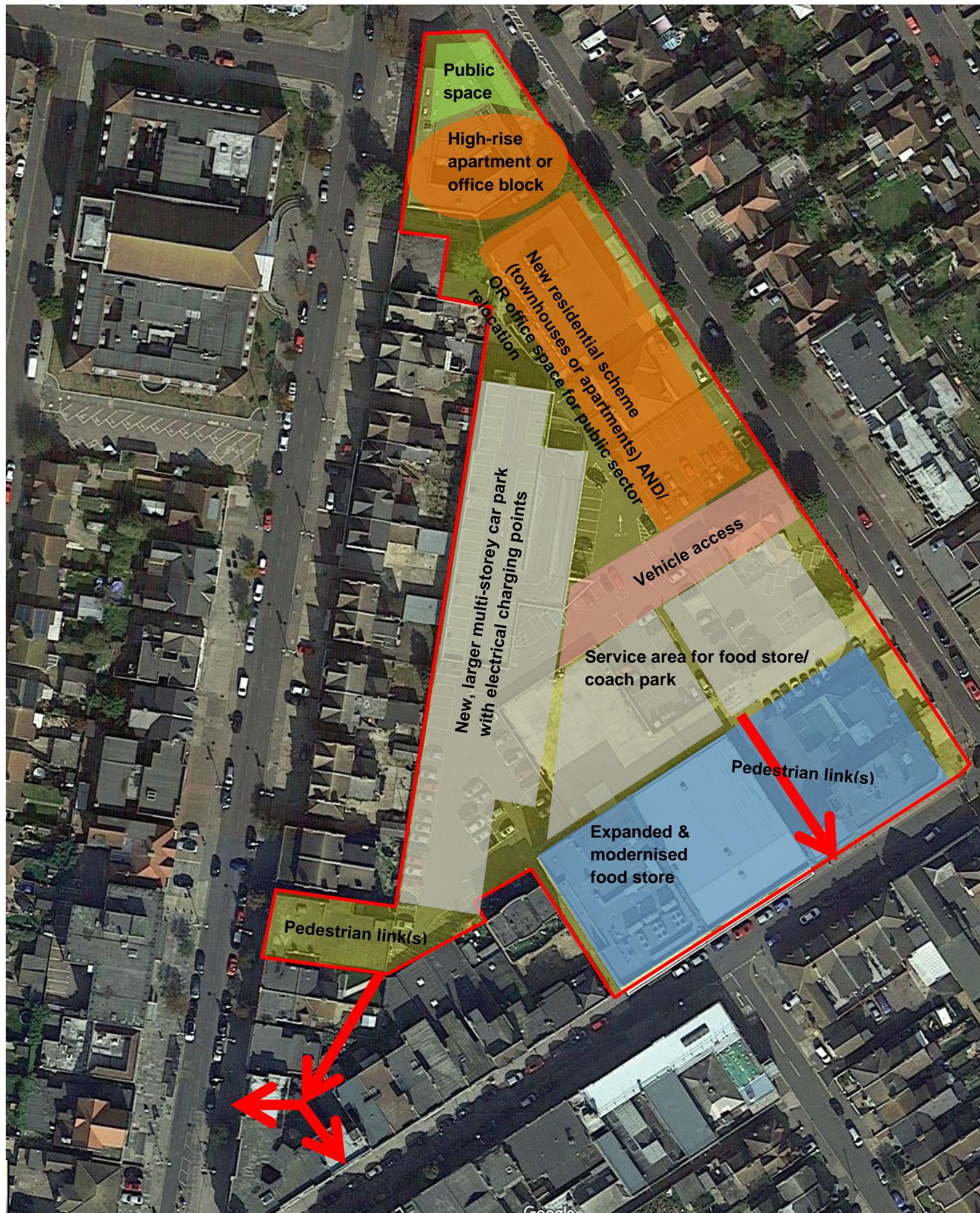


Sketch showing possible high-rise iconic tower above Electric Parade and re-configured shop units



Sketch showing performance area in Clacton Town Square

Concept idea – Site 2 ‘Carnarvon Towers’



Concept showing potential scale of iconic high rise building with public space, planting and public art.

Concept idea – Site 3 ‘Savoy Place’



1Clacton Town Centre

FULL BUSINESS CASE (FBC)

A business case is a management tool and is developed over time as a living document as the proposal develops.

The Full Business Case (FBC) should summarise the results of all the necessary research and analysis needed to support decision making in a transparent way.

The evidence to support the investment decision must be set out in the HMT five case business case model: Strategic, Economic, Financial, Commercial and Management. In its final form the FBC becomes the key document of record for the proposal which summarises the objectives, the key features of implementation management and arrangements for post implementation evaluation.

**When you have completed your business case, please submit it to the Future High Streets team on
futurehighstreets@communities.gov.uk**

Please also confirm separately with your delivery manager once you have submitted, via an email with no attachments

Version	1.12
Version Date	31 st July 2020
Lead Author	Gary Guiver – Tendring District Council
Place	Clacton - Tendring District Council
Senior Responsible Officer within Local Authority (SRO)	Gary Guiver – Assistant Director, Strategic Planning and Place, Tendring District Council

SRO Sign-off Name: Date:	Gary Guiver 30 th July 2020
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PROJECT SUMMARY

Local Authority: Tendring District Council (TDC)
High Street: Clacton-on-Sea

This programme aims to halt the decline of Clacton town centre, which like many UK Victorian seaside town centres, faces multiple challenges that collectively impact on the social and economic outcomes for the place, requiring a collaborative and visionary strategic approach. The town centre is at the heart of these challenges and, with the surrounding area contains two of the most deprived areas in England (Clacton's Pier Ward & Jaywick Sands) characterised by poor health and wellbeing, high crime, unemployment, poor skills/attainment and low aspirations. These factors have a significant and detrimental impact on outcomes of residents.

Clacton's peripheral coastal location, limited working age population and distance from strategic road networks, combined with ageing infrastructure and housing stock, including a large number of low-quality HMOs in the town centre, have been a barrier to private investment, resulting in decreasing footfall and business closures. Clacton suffers retail leakage to larger nearby centres such as Colchester and Ipswich, rising vacancies and falling commercial and residential values. Clacton also has a relatively low industrial base for its size with a heavy reliance on low paid service sector industries, including retail, leisure and tourism which have been hardest hit by COVID-19. To quantify, there have been 290 new benefit claimants within central Clacton LSOA since April 2020, 8 times higher than the average figure.

Tendring District Council has worked extensively with communities, businesses and partner agencies to develop the Clacton 2030 vision for the town centre including overarching objectives and strategic narrative for a spatial strategy. The projects selected for this submission are critical to delivering this vision, using regeneration of key sites, structural changes to the physical layout, enhanced infrastructure and public realm to reverse the decline of the town centre & improve community outcomes.

The project will widen the offer of the town centre, diversifying from and reducing reliance on 'traditional' retailing and seasonal tourism, introducing experiential and aspirational spaces, new residential and community assets creating a vibrant offer that activates the town centre year-round throughout the day and night. The project will improve accessibility by all transport modes, particularly sustainable travel (walking and cycling) and deliver new, safe, legible public spaces to improve permeability, experience, enhance footfall and dwell time. Aspirations post COVID-19 have been revisited to ensure that they meet future needs and are value-led to deliver social renewal and lasting change. We remain confident that the projects are still correct with the community and skills capacity and provision of scalable, micro and start-up businesses space will provide new reasons to visit the town, increase footfall, raise perceptions and aspirations of the local area and be the catalyst for future private/public sector investment.

This project seeks **£24.44m** of Future High Streets Fund investment, invested alongside £22.8m public and private sector investment to deliver;

- Total PV benefits of £82.83m with a BCR of 2.43. (Adjusted BCR).
- 181 residential units, housing 409 residents.
- 3,650m² of new employment space the project will deliver 1,519 new employment opportunities.
- 1850m² public sector space, including enhanced Library and Adult Learning Centre.
- Improved walk and cycle infrastructure including new cycle lanes.
- High quality open public space including green infrastructure.

WHAT IS THE INVESTMENT PROPOSAL?

Background

The Tendring District is situated on the coast in the north-east of Essex. Clacton-on-Sea is the districts' largest urban area with a population of 62,482 and has a town centre positioned between the historic pier and seafront attractions and railway station. The town centre covers a wide area but is well-defined, through the 'red-line boundary' used for planning policy purposes, by the current spread of ground floor commercial activities throughout different streets and the more focussed concentration of A1 shops in the town centre's retail core.

- See appendix 2o for a map of Clacton's current ground floor use.
- See appendix 1g & 1h for plan showing the spatial masterplan, use classes, transport flows & infrastructure.
- See appendix 1i for maps showing the land ownerships involved in the project.

Our Vision & Objectives

The Love Clacton Vision created through a private/public partnership (appendix 1a) has provided a strategic framework for the work in Clacton Town Centre. The proposed interventions strongly align to the strategic objectives for the FHSF programme targeting regeneration at two key sites within the town centre to tackle the social, economic and environmental challenges identified by the community:

1. **Drive Growth** – strengthen the independent business/market space, introduce community, skills and commercial uses to create a sustainable, experience led year-round destination.
2. **Enhanced Experience** - create a safe place that people want to visit, live and work in, one that is better connected (beach, town and railway station), with improved green infrastructure and high-quality homes to reduce residential inequality.
3. **Future Sustainability** – deliver sustainable transport modes reflective of the new way in which communities operate (increased pedestrianisation and cycling routes), with enhanced skills and employment opportunities increasing local economic spend. A more diverse community will raise perceptions, local aspiration and create a platform for future investment.

Further detail can be found in the strategic case. The overarching objective is to break the cycle of decline, deliver transformational change to create a vibrant, refreshed community and act as the catalyst to unlock further economic growth. This bid aims to improve the life chances of some of the most disadvantaged communities in the UK.

Options and Long Listing

After discounting several potential proposals that did not meet the objectives of this fund, four options have been developed with different scales of potential intervention, offering varying degrees of benefits and long-term outcomes aligned to the investment required. The options include a ‘do-nothing’ scenario to model the impact that inaction would have, two part-development options incorporating a range of core schemes identified through the partnership work and a fourth ‘utopia’ option including all interventions. Appendix 2h provides a detailed overview.

Proposition and how it will achieve these objectives

Following considerable engagement with businesses and local stakeholders a long-listing exercise to identify interventions which will support the delivery of the above objectives has been completed. The work seeks to include schemes that achieve a balance between delivering the aims and objectives of the fund, the needs and aspirations of the local community and deliverability within the time available through this funding stream.

Option 3 (whole place change) is the preferred option due to its high deliverability, level of funding required and the fact that it provides the most long-term, sustainable outcomes within the community. Based on analysis it has the highest chance of leveraging further inward investment and supporting wider growth in the future. This option delivers the transformational change that the FHSF aspires to achieve, supports the recovery of the local economy post-Covid and responds to the socio-economic challenges highlighted in the Centre for Towns Report April 2020. It delivers the following key interventions:

Site 1 ‘Electric Parade’ – A transformative mixed-use commercial, residential and public realm development at the heart of the core retail area; part of the strategy to diversify land uses, consolidate retail and provide a focal point to the town centre. The development will provide 52 high quality residential units (29x 1 bed, 17x 2 bed and 6x 3 bed) affordable flats, for which there is a significant unmet demand and acquire and repurpose existing large retail units to provide low-cost, flexible, scalable experiential and start-up business space in a glazed market space that enhances permeability between Pier Avenue and Jackson Road where a new multi-story car park is provided. In addition to the physical redevelopment the site will include public realm, green infrastructure and highways improvements in the form of bus, taxi and cycle infrastructure to enable better and more direct access to the seafront, reduce traffic circulation and create an enhanced streetscape and pedestrian circulation space to enhance dwell times and overall experience. This site will help deliver a more experience lead offer, strengthening the resilience & sustainability of the town centre to create a safer, brighter and higher quality experience with opportunities for local people, businesses and community groups to establish ventures in response to Covid-19.

Site 2 ‘Carnarvon Towers’ – A landmark development at the main entry to the town centre close to the railway station and town hall containing a brand-new modernised public sector hub (Library, Adult Community Learning Centre and Community Space for public sector services co-location), 700 m² commercial for maker-space and start-up units and street food stalls in an outdoor market, 129 residential units comprising a mix of 72 one bed units, 42 two bed units and 15 three bed and enhanced multi-story car park, supporting the consolidation of parking and enhanced accessibility of the town centre for visitors. This development will provide a much-needed footfall attractor

to the northern civic quarter of the town to support the growth and sustainability of existing businesses and enhance physical and psychological connectivity of the area with the town centre core, addressing current fragmentation.

Highways and Place Infrastructure – coastal communities are poorly connected to major employment centres, compounding the difficulties faced by residents in accessing employment. This combined with low permeability creates a low-quality visitor experience and stifles growth in the town centre. This project will deliver significant improvements to the transport, streetscape, green infrastructure and public realm throughout the town centre to create a destination place. The project will deliver new cycle infrastructure and junction improvements, creating a link through the town centre and to key local destinations including the station, seafront and Jaywick Sands, providing a safe alternative to using the car, support long term behavioural change post COVID-19, access to employment and lengthening dwell time within the centre. Consolidation of car parking will free up space previously assigned to on-street parking, to make way for green infrastructure and public realm to deliver a welcoming, safe, permeable space for pedestrians. This key place infrastructure work goes beyond superficial interventions and is considered key activity within the transformational change process in Clacton. Evidence from Waltham Forest shows an increase in footfall by up to 93%, dwell time by as much as 216% and reduced retail vacancies of 17% as a result of similar change. This is further supported by the Turning the Tide: Seaside Regeneration Report 2020 which highlights the importance of capital investment for travel infrastructure, spearheaded by large scale real estate regeneration, to open new doors for business investment within fringe economies like Clacton.

See appendix 1k, p25 & 1b for residential and commercial & appendix 1l for transport / green infrastructure designs.

Summary of Land Assembly / Building Purchases

Wherever possible land owned by the public sector (ECC & TDC) will be utilised to reduce costs, enhance value for public money spent and minimise risks associated with land acquisition. Where this has not been possible, the following acquisitions will be made and negotiations in place with freeholders to acquire land subject to agreement via MHCLG funding. See appendix 1i for sites to be acquired and 2q for Clacton Land & Assembly Strategy.

	Current use	Cost	Remediation/Redevelopment cost	Intended future use
Site 1: Retail premises on Jackson Road	A1 / B1	£1,150,000	£6,006,753	31,300 Sq ft C3 – 52 units.
Site 1: 43-49 Pier Avenue	A1	£3,430,000	£1,594,762	A1
Site 2: 39 Carnarvon Road	C3 – 4 2 bed flats	£750,000	£7,768,440	40,500 sq ft C3 – 68 units
Site 2: 56-58 Station Road	A1	£1,100,000	£100,000	Demolish – access to market site.

Summary of preferred option benefits and costs.

Item	Value (£)
Housing Benefits	32,474,435
Employment Benefits	23,524,995
Transport Benefits	1,995,000
Future High Streets Fund Contribution	24,441,000
Present Value of Benefits	£26,996,110
Broad Transport Budget	11,197,609
Present Value of Costs (PVC)	£11,092,327
Overall Impacts	
Net Present Value	£15,903,783
Benefit to Cost Ratio (Adjusted BCR)	2.43

Physical Infrastructure

The preferred option (option 3) includes sites and interventions providing the following infrastructure.

<i>Public transport, traffic management, road improvements & access improvements</i>	<input checked="" type="checkbox"/>	<i>Public facilities (local government/ health/ education/ leisure)</i>	<input checked="" type="checkbox"/>	<i>Severance and connection</i>	
<i>Digital infrastructure</i>		<i>Utility network extension and capacity reinforcement</i>		<i>Public Realm Works</i>	<input checked="" type="checkbox"/>
<i>Other (please provide details)</i>	<input checked="" type="checkbox"/>	<i>Green Infrastructure</i>			

1. Public Facilities

Delivery of public facilities enabling access to opportunity and enhancing the lives of Clacton and wider Tendring District residents is a key priority for this programme of work and aligns with the strategic objective of the fund. Clacton suffers from the highest levels of unemployment, lowest educational attainment and skills within the district. Tendring has extremely low level 3 educational attainment and the lowest percentages of people in managerial/supervisory roles than any other district in Essex. As a result, Clacton has a relatively low industrial base for a town of its size and is therefore heavily reliant on the lower paid service sector industries including retail, leisure and tourism (which are highly seasonal) and public services for the provision of local employment. The number of leisure service outlets increased by 68% between 2015 and 2019, accounting for 23% of all town centre units (Experian Goad Report). Clacton as a coastal community has therefore been particularly exposed to the Government shutdown during Covid-19 due to its heavy reliance on tourism, which has exacerbated the town's pre-existing challenges. As a result, public facilities to create employment opportunities and increased skills are central to the town's recovery and are considered essential components within the regeneration programme.

The provision of new Adult Community Learning facilities, college and learning space, flexible community space and enhanced library will provide the necessary foundations for growth and sustainability in the town (in excess of 1850m² of space). It will enhance the visibility of opportunity, raise aspirations, provide easier access to services (as the current ACL offer is some distance from the centre) and provide a library space that is fit for purpose. The Clacton Logic Model, appendix 2b demonstrates that an increase in higher skilled jobs and the opportunity to access these through upskilling, will yield greater investment to the area. It will provide the catalyst for attracting additional public and/or private investment, new anchor institutions and drive long term, sustainable growth in Clacton.

2. Sustainable Transport and Road Improvements

Accessibility of a centre is determined by the ease and convenience of access via a choice of travel modes and the ease of access from the main arrival point to key attractions in the centre, which Clacton scores very poorly on. This has been a major factor in the town centre's demise, with improved walking routes and greater focus on sustainable travel cited as key priorities by residents (May 20). See appendix 1l for designs.

The town centre has sufficient car parking provision to meet current demand and is well serviced by commercial bus routes, however the unintuitive layout, fragmented town centre and confusing road layout severely limit the usefulness of the existing, poor-quality car parks. This has resulted in artificially inflated perceptions of distance between car parks and the main shopping areas, resulting in loss of footfall and leakage to alternative areas. Furthermore, the seasonal nature of visitors to the coastal town results in parking pressures during the summer months. The FHSF proposition aims to deliver two new, better quality multi-storey car parks (for approx. 500 vehicles), the first at Jackson Road (replacing an existing surface car park) and the second at Carnarvon Road. This represents a total increase of 15% on present multi storey provision and reduction of 70 on-street parking spaces. Please see appendix 2n for detailed parking data. The new car parks will include a future proof design so that they can be converted to office accommodation in line with growth. Wayfinding to and from car parks and key amenities will also be enhanced to ease the flow of people around the town centre alongside junction simplification.

Significant work will be undertaken to reduce the number of private cars entering the town centre and introducing revisions to the road layout prioritising sustainable transport i.e. cycling, walking and public transport. The provision of on street parking will be refocused away from Station Road and Pier Avenue to ensure that streetscapes are made wider and safer as a result of lower traffic density to support more active travel. The 2018 research published by Transport for London demonstrates the value of enhancing sustainable travel with 'people walking, cycling and using public transport spending the most in local shops' (40% more than car drivers). The study looked at the economic impacts of pedestrianisation, wider footpaths and pedestrian crossings in high streets at the expense of car parking spaces and concluded that compared to unimproved areas, footfall increased by 93%, dwell times increased by 216%, retail vacancies declined by 17% and retail rental values increased by 7.5%. The proposed changes will boost accessibility for sustainable transport and boost economic activity within the high street.

The ambition will be supported by the Tendring Local Delivery Pilot, delivered on behalf of Sport England who endorse the town centre proposals and have committed to providing the necessary wrap around services to support system wide behavioural change to deliver an increase in cycling within Clacton. They will galvanize communities through established anchor institutions to increase the number of residents with an active lifestyle, delivering health

and wellbeing benefits to individuals/families and create a more vibrant, connected and resilient community. The aim is to become a national leader in place design and sustainability of the urban environment.

Changes to the layout and quality of public realm on Pier Avenue (where buses pick up and set down) will be enhanced and work undertaken to focus bus travel on a single location. Concerns have been raised by the local bus operator that services are not attractive to many residents from certain parts of the town, due to existing constraints of the current road layout and one-way system. This programme aims to deliver convenient access to the heart of the town centre, service the local community (particularly given the local demographic with a large proportion of older people using bus passes) and address the future economic viability of bus services in Clacton.

3. Green Infrastructure and Public Realm

Significant investment will be made to create multi-functional green infrastructure that delivers benefits to both people and wildlife within key public areas in the town centre. The green infrastructure will be designed to enhance both the look but also long-term sustainability of the town in response to the emerging climate change threat. A linear park of trees will be planted on the redesigned and low-traffic streets, providing shade and surface water runoff capture. Bio-retention areas will be installed to absorb excess water and the creation of water gardens and small pocket parks. Enhancing green infrastructure within key urban areas aligns to outcomes within the Clacton Logic Model helping to secure stronger, safer and more neighbourly communities, protect the environment, attract and grow large firms to the area and improve the health and wellbeing of people in Clacton. The limitations imposed by COVID-19 lockdown have reinforced the importance of improving access to green space to protect people's wellbeing, especially in the most disadvantaged communities where garden's may not be readily available. It also aligns to the future aspiration to become a place of choice, to live, play and work and enhance the visitor experience day and night. As a result of the pandemic more people are working from home, reinforcing the message that people can live further away from traditional work settings. See appendix 11 for full designs

Public realm infrastructure will be kept to a minimum but used to tie together the sites that are being put forward as part of this bid to support the sustainability, vibrance and increased footfall within the town centre. This includes a community/public event space within the centre, pedestrianisation of the High Street and enhancing the quality of the surfacing materials. These measures will positively contribute to the look and feel of the place, help change how people use the space and will be critical in growing the high-street by making Clacton an attractive and more welcoming place for visitors. This outcome is supported by local community engagement work which cited improved public realm and green infrastructure as key priorities within the town centre (May 20).

Long-term Proposals

Complimentary to the FHSF work a spatial masterplan is being developed that seeks to deliver physical transformation of the town centre by diversifying land usage to generate greater outcomes for residents in Clacton and the surrounding area. It focuses on the regeneration of the major sites outlined above to provide a mix of affordable, high-quality residential developments, access to education and skills as well as retail and commercial units that respond to market demand. It also includes bespoke, transformational programme at Savoy Place at Rosemary Road for mixed use residential, commercial and business units and restoration of a key heritage asset (Savoy Palace, built 1894). Momentum from the FHSF bid will support this delivery and help unlock further funding to deliver community outreach work, in one of the most deprived wards in Clacton (Pier Ward).

Wider regeneration aspirations for the town centre include Clacton Place (appendix 4f) a partnership programme to secure the relocation of a Government department to the District with a health and social care focus delivering and end to end education system, the creation of a Clacton town centre attractor with a heritage and cultural focus and work underway at the Clacton Hospital site. In addition, delivery of the Tendring Cycling Scheme, a sustainable travel project in partnership with Sport England, the National Lottery and the Active Wellbeing Society to increase sustainable travel and enable greater access to employment in marginalised coastal communities.

KEY MILESTONES

Project 1 – Electric Parade	Project 2 – Carnarvon Road (ECC & TDC Land)
• Planning Permission secured, January 2022	• Planning Permission secured, January 2022
• Site Acquisitions, Early 2022	• Full business case approval, May 2022
• Construction, May 2022 – April 2024	• Construction, May 2022 - October 2023
• Resident Occupation, May 2024	• Resident Occupation, November 2023

See appendix 3a and commercial case for full breakdown.

STRATEGIC CASE – *What we're doing, and why*

1. Strategic Case Overview

Clacton town centre has been disproportionately impacted by COVID-19, with a quarter of all employed people working in sectors shut down during lockdown (compared to 1.4% nationally), with Clacton in the top 5% nationally for employment in non-food retail sectors. Research conducted by the Centre for Towns and University of Southampton placed Clacton in the top 5 most economically at risk towns in the UK (April 2020), with seaside towns lacking the resilience to cope well with the impacts of the pandemic with Clacton already suffering from economic decline, social isolation, lack of investment, under employment and lack of social wellbeing. Strategic, transformative regeneration is urgently required to address both the physical and socio-economic issues within the town centre, to deliver greater outcomes not only for the immediate local community but also residents and businesses in the broader region serviced by the town. Without transformational change and local government investment Clacton is likely to fall into further economic insignificance and the initial shock from Covid-19 turn into permanent damage resulting in its further inability to attract inward investment, higher skilled employment and suitable affordable housing.

Clacton, like many seaside towns has suffered significant decline, despite its large conurbation and natural assets. The town suffered huge losses as a result in changes to the British holiday market, culminating in the closure of Butlins in 1983. This was a significant loss to the local economy in terms of employment, footfall and overall economic impact within the town and was a large contributing factor to the decline in tourism. Over the years the town has failed to evolve alongside business demand and has not successfully diversified the offer to include more cultural and leisure experiences, with a greater mix of residential dwellings to diversify land use, increase footfall and enhance the long-term sustainability. It has failed to create a niche experience that appeals to modern day visitors to create a vibrant town centre modelled around the community. Given the current global crisis, restricted air travel and changes to consumer demand in tourism, there is likely to be a resurgence in staycations in the future. Creating a more resilient, diverse offer that has progressed from the original seaside destination of yesteryear yet remains sympathetic to its heritage, would boost the local economy, increase footfall and generate further private investment.

The town's principle strength is its proximity to the seafront and beaches, natural assets attracting locals and visitors (especially during the summer months). This immediacy has enabled a number of small local businesses to thrive during peak season, however the seafront is disconnected from the main town centre, where the train station, public facilities, shopping areas and car parks are positioned in a way that is no longer fit for purpose and result in the seafront and town centre operating as two separate entities. This has impacted on visitor and public perceptions of the town centre, loss of opportunity and resulted in leakage to alternative locations. Currently the high street discourages walking as it is characterised by ugly, anti-social design and urban decay. Creation of more green space and better public realm can change this perception.

This proposal does not only target the Clacton community, it also aims to align growth and deliver successful outcomes for the neighbouring village Jaywick Sands, the most disadvantaged and complex community within the UK. In Jaywick 36% of residents are over 65 years (double the national average) with half of all working age residents not in employment as a result of high rates of multi-generation worklessness. The area suffers from poor housing, poor mental health and high suicide rates, with 1 in 4 children living in poverty. Improvements to employment, training and public services within Clacton are intrinsically linked to the outcomes of Jaywick residents and will provide opportunity for those living in the most deprived community.

Through targeted intervention TDC aims to provide the necessary infrastructure to support transformational change, delivering the right mix of residents and business/commercial space to create a sustainable, vibrant and dynamic year-round town that has a strong food, drink and leisure offer to deliver a community-based gathering place. It aims to change the economic fortunes of local people before the town reaches a point of no return and is the first stage in setting a strong foundation for future growth.

1.1 Constraints to Growth

Clacton is unable to compete with larger comparator towns such as Colchester (which is in the top 100 UK shopping centres), Ipswich and Chelmsford all drawing expenditure from Clacton's shopping catchment. As a lower order centre Clacton is more vulnerable to the effects of national store rationalisation and loss of key high street retailers causing retention and attraction issues for other businesses. The loss of large chains in recent years such as Claire's Accessories (2018), Marks & Spencer (Nov 2018), and Mothercare (2019) are testament to this, with current vacancy rates of 11% (28 units). This figure excludes the latest high street closures and is expected to increase in numbers as a result of COVID-19 measures. Clacton has below average proportion of A1 comparison goods retail outlets, which is a contrast to the 2015 position (Experian Good Data 2019).

Clacton is the highest order centre in Tendring, however regional scores for the South East place Clacton ranked in 300th position (2017 Javelin Venue score). Public perception has been negatively impacted, with the town no longer having a clear identity or proposition and no longer considered a place that meets the needs of the communities/businesses it serves. Data by Springboard shows town centre footfall has fallen consistently for the past 3 years, including the summer months, with a marked decline during April/May and October, traditionally busy periods that correlate with school holidays. All of these factors have culminated in continued footfall decline (for the past 4 yrs.) with October suffering a 28% yr. on yr. decline from 17/18 to 19/20.

Whilst the issues around retail market contraction are shared by many towns, Clacton's geographic and socio-economic challenges make it a unique case for FHSF investment. Clacton is in a peripheral coastal location in one of the most deprived districts in the UK, characterised by poverty, poor housing, high crime and severe lack of opportunity. Consequently, the area faces persistent economic, social and health issues which constrain the success of the Town Centre. Furthermore, the town is some distance from strategic road networks, meaning that a significant number of villages and settlements are dependent on the town for public facilities, employment, retail and leisure. A brief overview of why investment is critical can be found below:

Deprivation - The IMD 2019 ranked the Tendring Local Authority area 32 out of 317 lower tier authorities in England placing Tendring in the bottom 10% of most deprived Lower Tier Local Authorities nationally for the first time. The average rank of the area has decreased between each IMD period, with the largest drop (-31 places) occurring between 2010 - 2015. The area has moved down in terms of national deciles, from decile 3 (lower 30%) in 2007 and 2010, to decile 2 (lower 20%) in 2015. Tendring is the only locality in Essex which falls in the 10% most deprived areas nationally and is 68 places below the next lowest area in the county. As of 2019 Tendring contains 89 LSOAs of which 27 are ranked in the bottom 2 most deprived deciles nationally, equivalent to 30.3% of LSOAs in the area, including Pier Ward (town centre) and Jaywick (most deprived neighbourhood in UK).

Housing - As at March 19 there were 1,585 households on the TDC housing register, with 75% requiring either a 1 or 2 bed home. The number of employed households on the register has increased year on year, with 14% (202) households having an adult member in employment, an indication of the difficulties in home ownership in the district. Homelessness is increasing as welfare reforms have taken hold and opportunities to the access the private rented market has decreased and become more unaffordable. Highest demand is in Clacton with 48% (767 households), with TDC owning only 20 2-bed properties in Clacton. Since 2014-19 only 84 affordable homes have been delivered in Tendring. The Savills residential 'depth of market' analysis (appendix 2m) confirms the prevalence of old, low quality housing which dominates the market in Clacton. The town has a higher than average proportion of transient renters, municipal challenges and vintage value residents.

Skills Levels - One of the most significant factors driving deprivation is income and employment which is a major issue for the local community, largely due to low pay, low skilled roles, lack of opportunities and poor skills within the local population. The proportion of people with no qualifications in Tendring is high, when compared to Essex and the wider UK. Residents achieving qualifications tend to achieve the same basic level as other residents in the UK (to work a low wage, low skilled job) but do not have the same opportunities/ambitions to achieve higher levels of qualifications for better job prospects. There is a 10% difference between those who have NVQ4+ in Tendring and those in Essex overall. Consequently, most employment is in low skilled, low paid sectors, largely associated with wholesale, retail, health and social work, leisure industries and manufacturing.

Employment Opportunities - In 2016 Tendring had the lowest gross disposable household income p/h at £16,988, lower than Essex average £20,979. Net annual household income for the town is £26,900, lower than Clacton-on-Sea at £28,286 and Tendring £30,950, economically inactive 16-64 years is on an upward trajectory (10% increase over 10yrs) and of those who are inactive, 27% is due to long term sickness. Over the past 20 years the town has seen an 19% increase in residents aged 65+ years, with 48% of people in employment in the town centre (only a 1% increase compared to a national picture of highest employment rates in 10 yrs pre-Covid-19). Within the boundary (LSOA 16B, 16C and 16D), all three areas are within the top 10% most deprived areas in the UK, including 016B which is ranked 14th in the UK (despite improving from 6th place in 2015 IMD). The other 2 LSOAs have instead seen a decline in ranks amongst the 10% (016C declining from 619 to 236 and 016D declining from 2,097 to 1,294). Clacton has a below average city prosperity demographic, with few ambitious young people.

Health & Wellbeing Outcomes - The health and wellbeing of the local community plays an essential role in the long-term success of the town centre, both in terms of accessing employment opportunities and creating a sense of pride within the community. Tendring has the highest proportion of people reporting their health as bad or very bad in Essex. Pier Ward has the 6th highest percentage of people who reported having a limited long-term illness or disability (32.2%), only second to Golf Green in Jaywick Sands at 40.1%, virtually double the national average (17.6%) with a significant impact on the working population. Pier Ward has the lowest life expectancy for males within Tendring at 68.8 years, compared to Tendring figures at 78 years and a national average of 80 years. Pier Ward also has the highest ratio for emergency hospital admissions for all causes, with 156 per 100, compared to Tendring (100.3 per 100) and England (100) and significantly high ratio of hospital stays for alcohol related harm, with 202.5 per 100, compared to district levels (105.2 per 100) and England (100). It also the highest incidences of cancer across the district with a ratio of 115 per 100 compared to Tendring (104.7 per 100) and England (100).

Crime - Crime rates within the district are higher than the Essex average and increased by 37% since 2007/08. This increase is significantly higher than other Essex districts, where Harlow for example who has the highest offending rate in Essex has seen a decrease of 15% and Colchester (4th highest offending rate) has seen a 10% increase. Tendring has seen a 170% increase in rate for violence against the person since 2007/08, the highest offence rate in Essex. In the 2020 NEMS householder survey, 12.3% of respondents in the Clacton area said more security infrastructure and addressing anti-social behaviour (11% of respondents) were their most important suggested improvements to the town centre.

Green Infrastructure (GI)/Public Realm- Visitors currently bypass the shopping areas (due to poor way finding and public realm) and residents spend more time in the town for function i.e. postal banking or library services than for leisure, with a distinct lack of GI contributing to footfall decline within the town centre. Evidence from the LSH Health Report (appendix 2f) shows limited footfall within the Northern end of Station Road and Carnarvon Road (a proposed key site to ignite prominence), which becomes greater heading towards Rosemary Road and Pier Avenue. Lack of integration makes access and navigation difficult for residents and visitors alike, reducing footfall, dwell time and shopping expenditure, resulting in further economic decline.

Car Parking and Sustainable Transport - Renewal and increased economic activity in the town is limited by poor sustainable transport links and poor quality, inaccessible car parking provision (identified as a key priority within the public consultation). The 2020 NEMS telephone survey identified 'more/better parking' as the most important suggested improvement by residents with 24.2% of Clacton residents ranking it as their most important improvement. It is for this reason option 3 would deliver one new and one enhanced multi story car park, seeking to address community requirements whilst simultaneously reviewing the highways layout and addressing traffic flow improvements and sustainable transport mode prioritisation will enable a greater number of people to access the town centre, particularly the elderly or young adults seeking greater access to job opportunities or training. This will contribute to greater footfall, directly benefitting local businesses and build resilience in line with planned housing growth, with approx. 4,500 new homes proposed within the area around Clacton for the Local Plan period to 2033.

More detailed socio-economic data can be found in appendix 2i

1.2 Market Failure

Clacton town centre has fallen victim to several market failures, which have ultimately led to its economic decline. Capital flight from retail property investments as a result of national trends have seen a number of large brands departing from the high street, with Clacton being vulnerable to rationalisation of store portfolios as a lower order centre with no department stores present and only one supermarket. This change has destabilised the retail and commercial offer and accelerated the vacancy rates on the high street (currently 11%). This has negatively impacted consumer and business perceptions, reducing confidence, decreasing footfall, perpetuating the cycle of decline. This project aims to reduce the reliance on large retail stores and strengthen the town's existing small independent business community via new kiosk/start up units as endorsed by the Savills market analysis report. A workspace feasibility study undertaken by HAT Projects, April 19 (appendix 2d) shows high level demand for affordable business space within light industrial, studio and basic office sectors within the area as a result of current undersupply.

Low land values in the town create an inadequate return on capital investments at current market rates, creating a barrier to private and public investment, with insufficient economic benefit to secure long-term investment for the town. Springboard long term vacancy trend data shows that vacancy rates in Clacton have increased from 2.8% (Apr 17) to 6.6% (Jan 20), compared to static data at both regional (6.2% to 6.7%) and national (9.3% to 9.8%) levels for the same period. Clacton rates have accelerated at a phenomenal rate and shows the narrowing gap against UK average which will only continue if action is not taken. There are currently 6 vacant sites with planning permission for residential developments which have failed to attract developer investment. The town is currently dominated by low value, low quality accommodation. This combined with fragmented land ownership has prevented consolidation and strategic redevelopment from taking place. The aim of this bid is to align public sector investment with key strategic opportunities, to break the cycle of decline and leverage future private funding.

Clacton town centre has limited sustainable transport access, possibly as a result of its peripheral location and age of the town centre. Over reliance of private car ownership, combined with Clacton's current levels of congestion and circulation issues around the town centre, have resulted in people diverting to easier, more accessible high streets such as Frinton and Walton or travelling to nearby out of town centres i.e. Clacton Factory Outlet or Colchester high street. This has greatly impacted footfall within the town further contributing to the centre's decline. This bid aims to deliver key strategic highways and sustainable transport interventions, combined with public realm initiatives to deliver a more user friendly, desirable and vibrant town centre minimising leakage to alternative locations.

2. MHCLG Intervention & Outcomes

The suite of interventions is deemed essential to address regional inequalities, stabilise Clacton town centre and help scale up the retraining and reskilling of the local community to support growth. Transforming Clacton is about creating a new identity for the area that is tailored to both the needs of residents and visitors - with a more diverse and positive shopping experience cited as a priority for residents, along with improved green infrastructure and enhanced walking routes (Public Consultation, May 20). The long-term aspiration is to deliver a socio-economic hub in Tendring able to compete with other regional centres and to become a destination of choice, to live, work and visit.

The programme aims to celebrate Clacton's unique seaside heritage, whilst simultaneously improving the experience for all. The complexity of land/building ownership and fragmentation within the town has resulted in a failure to develop a strategic vision aimed at halting decline, the creation of a unique community hub and a platform for future growth. This is an opportunity to create a town centre that local people are proud to be a part of, which is key to its future sustainability. It will:

- **Drive Growth** – by strengthening the independent business/market space, introduce community, skills and commercial uses to create a sustainable, experience led year-round destination.
- **Enhanced Experience** - create a safe, better connected place (beach, town and railway station), with improved green infrastructure and high-quality homes to reduce residential inequality. High quality housing will create a more diverse community, greater neighbourhood cohesion and deliver a vibrant, resilient town centre that challenges current perceptions
- **Future Sustainability** – deliver sustainable transport modes reflective of the new way in which communities operate (increased pedestrianisation and cycling routes), with enhanced skills and employment opportunities increasing local economic spend. A more diverse community will raise perceptions, local aspiration and create a platform for future investment. Clacton will become a destination of choice amongst residents and visitors.

The FHSF bid aims to deliver the following outputs and outcomes as identified within the Clacton Logic Model in appendix 2b with the relationship to the Future High Street Fund requirements drawn out in bold.

Residential –there is a demand for good quality, affordable housing within Clacton town centre. There is limited, purpose-built accommodation (converted from retail and/or office units to residential) but these are largely poor quality, multi occupancy accommodation that are not fit for purpose with a heavy reliance on HMOs within the town. The intervention will deliver purpose-built, high quality accommodation in the right location, which is integrated within the market needs of the town centre. This will lower social housing waiting lists and raise the number of affordable homes within the district enabling more home ownership. The housing development will help stimulate economic growth.

There is a causal link between housing development and stimulating economic growth within an area. This will create a more vibrant town centre, concentrating activity in its central core and increasing the resident population through quality housing above shops and side streets. It will deliver greater diversity, a healthier and more sustainable community and create an uplift in land values within the town centre, unlocking further inward investment in the future.

Retail Market – Clacton town centre is predominantly low-to-mid value retailers, with a decline of retail market footfall and leakages to retail parks and surrounding urban areas there is a need to consolidate the core retail offer into a smaller number of focused zones across the town centre including a strengthened, high quality food and drink offer and greater emphasis on small, independent businesses and start-ups. This will reduce vacancy rates, provide alternative uses that complement the town centre, enhancing the cultural offer available and extend dwell times within the town.

This will diversify the economy through increased business start-up provision, small, independent retail space and an improved night-time economy, creating a high-quality place that residents and businesses are proud to be part of. It will drive future growth and support long term sustainability by attracting new businesses and anchor institutions.

Leisure Market – this is currently limited to tourism-focused businesses, in the peak summer months instead of an all-year round attraction, with a broader focused area of leisure services in the lower Pier Avenue and Seafront. There is a demand for enhanced year-round leisure provision as part of a diverse, mixed-use offer for the town centre. This is seen in other places i.e. Hastings and Brighton, who provide a wider culture and tourism offer.

This will create a year-round destination associated with leisure and enjoyment where people go to meet socially and be entertained (activity-based gatherings) rather than just shopping. It will positively promote the town's unique history and seaside heritage through its branding, public realm, architecture, events and activities – to set it apart from other places, creating a unique identity for Clacton. An experiential, leisure-based offer will ensure the town centre works in seamless harmony with the beaches and seaside attractions with trade in both areas extending into the evenings, increasing dwell time and footfall within the centre.

Education / Skills – there is a market failure and a need to address the provision for a local skills offer across all ages and skills levels. The preferred option will consolidate the skills provision alongside the library and other public sector facilities, creating more visible, easier accessible services. It will place greater emphasis on skills at the heart of the community. The relocation responds to market demand, by providing an end-to-end service for residents which delivers on local ambition and will attract a greater mix of industry to the area through an enhanced skilled workforce.

This will make the town centre a hub for education, public services, community activities and clubs creating easier access for all and manage the transition from a retail destination to a more varied and mixed offer. It will raise aspirations due to improved life chances within the community and increase local disposable income.

Transport & Infrastructure – there are currently significant challenges surrounding the accessibility and permeability of all modes. The town centre road layout prioritises motor vehicles at the expense of pedestrians and cyclists. For cars, provision is broadly on street and spread throughout the town centre in an unplanned manner making it difficult to locate a space but also presents challenges in enabling sustainable travel i.e. walking and cycling. Opening junctions and removing barriers will enhance pedestrian movement, increase dwell time, footfall and support business development enabling Clacton Town Centre to grow and be sustainable. See appendix 11 for transport plans

This will make the centre a place that people can reach easily and conveniently by all forms of transport and prepare the town for the predicted rise in electric car ownership by provisions of high-quality, well signposted multi-story car parks, linked to the town centre by quality walking and cycling routes. It will make the town safe, easy and convenient to navigate for pedestrians of all ages and physical abilities and improve connectivity to surrounding assets.

2.1. Proposed Benefits and Outputs

The scheme will deliver several non-financial outcomes that capitalise on social value and the wider benefits delivered to the community, which are detailed in the Clacton Logic Model, appendix 2b. Some key benefits are outlined below:

- Create a more attractive, experiential, mixed-use town centre, generating greater footfall and lengthening visitor season.
- Deliver 181 mix use high quality properties, creating greater community diversification and reducing social housing lists.
- Deliver a modal shift towards better sustainable transport modes, in line with the active travel agenda.
- More focussed and easier accessible adult learning opportunities to support workforce upskilling, deliver an improved workforce and increase the spending power of residents.
- Greater footfall leading to lower vacancy rates, impacting local perceptions and raising consumer/business confidence.
- Delivery of a safe, secure and attractive environment that residents and visitors can easily navigate.
- Address climate change and provide resilience for severe weather events within the centre
- Public sector investment will provide the catalyst for transformational change (additional impact of £82.83m by 2030)

2.2 Implications of Doing Nothing

Failure to invest will have devastating consequences for the local community and businesses in Clacton, resulting in:

- Increased deprivation levels with limited employment opportunities and tailored skills offer to provide better long-term outcomes. Without these, wages and spending power will remain very low and leakage will continue.
- Poor quality housing, with the town centre continuing to support poor residential conversions with multiple occupancy use. Homelessness will continue to rise, placing greater pressure on public services.
- Continued decline, with decreased footfall and loss of trade, as a result of a failure to respond to changes in national retail shopping trends and the economic impact of COVID-19. Vacancy rates will likely increase to a point where the town is no longer economically sustainable, and the attractiveness of the town will remain low. There will be a loss of business where consumers choose to visit alternative locations i.e. Colchester, due to the limited offer available within the town centre
- Further decline in tourism as a result of limited facilities and the wider impacts this has on crime and deprivation levels.
- Land values remaining low, making private sector investment virtually impossible.
- New housing developments failing to attract right mix of people to create a thriving community.

2.3 Strategic Options Appraisal

The SWOT analysis and options appraisal in appendix 2h outlines the strategic rationale for selecting the preferred option.

3. Stakeholder Engagement and Issues

This bid centres on an innovative partnership between TDC/ECC, working in collaboration with the local community via the Town Centre Working Party and Ambassadors Group. The partnership has been established to support strategic planning of the town centre and includes both Local Authorities, business representatives, transport operators, health/NHS and Police to produce the Clacton 2030 vision (appendix 1a). There is real desire to work together to deliver outcomes greater than the sum of its parts, however given the varied partners and communities involved there are a range of competing priorities and views to consider.

Despite the COVID-19 pandemic which limited the level of face to face engagement possible, TDC has continued to seek resident and business feedback on the challenges facing the town centre, suggestions for improvements and engaging on the proposals developed to date. Engagement has been through two principles means, residents phone surveys carried out by NEMS as part of the Retail and Town Centre study 2020, the results of which are summarised in appendix 2l as well as online public engagement on the key interventions proposed for Clacton Town Centre, the results of which are provided within appendix 2c. These engagements revealed a high level of dissatisfaction around the current state of the town centre and low confidence around if meaningful improvement was possible (40% of Clacton residents and 54% of Tendring District residents believed 'very little' was possible in the NEMS survey. Feedback reflected most of the same challenges identified by the Working Party, but a high-level support for the proposals in the Council's submission. There is particular support for the proposals for new maker-space, multi-storey car parks, street markets, improved green infrastructure ('linear park' concept) and pedestrianisation.

Letters of stakeholder support are included within appendix 4a, including the South East Local Enterprise Partnership, North Essex CCG and Business Partners. The project has support from the business community and private sector but given the nature of small businesses within the town, can at times result in more operational, short term views being emphasised, as opposed to a long-term strategy for the area. A stakeholder Engagement Plan can be found in appendix 4b

There is strong partnership working across the Local Authorities, which is supported by a jointly funded Project Management post. The two-tier authorities are making best use of skills and capacity within each organisation, with TDC leading local knowledge and stakeholder management and ECC undertaking a more strategic delivery role.

To date there has been tension regarding delivery of future highway designs, principally from the business community. This will be addressed through continued engagement with the Clacton Town Partnership, by evidencing the linkages between the vision and the high street transformation and taking a phased approach to delivery. It has also formed part of the stakeholder engagement plan.

4. Dependencies and Constraints

Whilst the majority of this programme utilises TDC and ECC owned land, there are some constraints around land ownership beyond public sector owned sites (2 NCP car parks, mixed use retail/residential site on West Road, retail site on Carnarvon Road & Savoy Place). This has been recognised within the Strategic Risk register and forms part of the detailed delivery plan to mitigate risk. Planning for these sites are a programme dependency, as they are subject to TDC approval.

5. Strategic Risks

A range of strategic risks have been identified as part of the delivery assurance work for the project which can be found in appendix 3c, alongside the Essex Housing RAID register (3g) and Essex Highways technical assumptions 2t. Please see appendix 2s for more detailed information regarding Clacton Freeholds.

It is recognised that delivery of the project is dependent on continued cooperation and collaboration between Tendring District Council and Essex County Council for the duration of the project and that departure of either party could potentially result in some or all aspects of the project being undelivered. Both parties are committed to the project and have entered a Memorandum of Understanding (appendix 3b attached) covering the long-term regeneration of the town centre and delivery of the Future High Streets Fund bid which will be transferred into a strategic development partnership body to manage delivery. Both TDC and ECC have fully committed to the project at a strategic and political level, with signoff to the financial and strategic ambitions of the projects received from internal governance boards as outlined in appendix 4d (ECC SBC) & appendix 4e (TDC Cabinet paper).

Whilst steps have been taken to ensure that this project utilises land within public ownership there are a number of freeholds required to support delivery. Whilst steps have been taken to ensure that this project utilises land within public ownership there are a number of freeholds required to support delivery which are outside of public ownership, presenting a strategic risk to delivery. In preparation of this bid TDC and ECC have worked with Savills to identify land valuations and approach key land owners with a view to acquire property. Given that FHSF has not yet been confirmed we have yet to purchase or seek options on property however from discussions to date no barriers to acquisition have been identified and land acquisitions will progress as soon as funding is confirmed. As a last resort, TDC will seek to utilise compulsory purchase powers to bring land into the scheme, this of course will cause some delay, schemes have been designed to allow progression with potential delays in acquiring land built in.

6. Data Protection

We confirm we have consulted the Data Protection Compliance Manager (DPCM) and considered requirements under the General Data Protection Regulation and Data Protection Act 2018 including the need for a Data Protection Impact Assessment. We acknowledge that you will share this business case with other government departments where relevant, with third parties providing advice and assessment services to the FHSF and with the High Streets Task Force in all cases on a confidential basis. .

FINANCIAL CASE

This section presents the financial case for the Scheme. It concentrates on the affordability of the proposal and its funding arrangements. The current estimate of project cost and an expenditure profile is presented. The financial case described in this section is for the preferred option, although reference is made to the next best option for comparative purposes. This section contains the following elements:

- Details of the project budget, showing where funding will be drawn from and the phasing of the preferred and secondary options.
- A breakdown and profile of costs and any risk allowance that may be needed; and
- Outline of the approach taken to assess the Scheme's affordability;
- Analysis of the budget / funding cover for the project.

1 Financial Profiles

As part of the development of our bid we have prepared financial profiles for the project options which are financially affordable, deliverable within the scope of the Future High Streets Fund and which deliver most effectively against the strategic case, namely Option 2 and Option 3. We have not undertaken detailed financial modelling for Option 4 and this has been excluded on the basis that it would require expenditure in excess of the Future High Streets Fund budget (requiring over £25m spend) and with an uncertain delivery trajectory. See appendix 2h SWOT Analysis and economic case (appendix 1e) to further understand the rationale for selecting the preferred option. For further financial profile details see appendix 1m.

1.1 Project Cash Flow – Option 3 (preferred)

	2020/21	2021/22	2022/23	2023/24	2024/25	Total
	£m	£m	£m	£m	£m	£m
Costs						
Land Acquisition	0.0	9.5	0.0	0.0	0.0	9.5
Construction Costs	0.0	0.0	22.5	18.1	0.2	40.8
Demolition	0.0	0.9	0.3	0.0	0.0	1.2
Contingency	0.0	0.0	6.1	5.5	0.1	11.7
Repairs	0.0	0.0	1.0	0.0	0.0	1.0
Transport Interventions	0.2	1.0	4.5	4.8	0.8	11.2
Professional Fees	0.2	0.6	3.0	2.0	0.1	5.8
Marketing & Disposal Fees	0.0	0.0	0.0	0.3	0.5	0.8
Financing Costs	0.0	0.0	0.1	0.8	0.1	1.0
Monitoring & Evaluation Costs	0.0	0.0	0.0	0.0	0.0	0.1
Total Costs	0.3	12.0	37.4	31.5	1.8	83.1
Revenue						
Essex CC Funding	0.2	5.9	0.5	4.8	1.7	13.0
Tendring DC Funding	0.0	6.5	0.0	0.0	0.0	6.5
Private Sector Funding	0.0	3.5	0.0	0.0	0.0	3.5
Future High Street Fund	0.0	0.8	19.4	4.3	0.0	24.4
Housing Sales	0.0	0.0	0.0	9.0	12.2	21.2
Commercial Space	0.0	0.0	0.0	0.0	3.6	3.6
Car Park 1	0.0	0.0	0.0	0.0	3.8	3.8
Car Park 2	0.0	0.0	0.0	5.7	0.0	5.7
Commercial Rent	0.0	0.0	0.0	0.7	0.7	1.4
Total Revenue	0.2	16.7	19.9	24.4	22.0	83.1
Net Cash Flow	-0.2	4.6	-17.6	-7.1	20.2	0.0
Cumulative Cas Flow	-0.2	4.5	-13.1	-20.2	0.0	0.0

1.2 Financial Assumptions – Preferred Option 3

The cost and profiling of the expenditure for the preferred option are based on;

- Development grade appraisals developed for the project team by Savills for the residential and commercial development sites at Carnarvon Road and Electric Parade (see appendix 1k – Savills appraisal for the full breakdown)
- Estimated costs for transport interventions are based on stage one Highways Designs with costs based on national guidance for infrastructure and experience of delivering similar schemes in Essex (see appendix 2k)

The cost estimates include scheme design; planning; land acquisition; demolition and site preparation; construction; professional fees; and sales and marketing.

Risk, contingency and professional fees have been built into each element of delivery to reduce the likelihood and risk of cost overruns and ultimately lead to the non-delivery of the project. In all cases the amounts have been calculated by professional consultants involved in the preparation of the relevant elements of the project to offer the best value, being the minimum acceptable levels of risk.

- A 5% risk contingency has been built into the commercial and residential schemes – this has been calculated based on the detailed level of design and certainty that we have been able to reach in design of the scheme and confidence in the market analysis of demand as outlined in the commercial case.
- The commercial and residential sites also have an 11% professional fee built in covering all management and third-party fees required to deliver the project.
- In relation to the Transport and Infrastructure schemes, at this stage it has not been possible to undertake a full Quantified Risk Assessment (QRA) and a nominal value of 24% of the itemised costs are added for risks. This represented the maximum level of risk and will be reduced as design iterations continue.

Land Costs have been included (see land valuation appendix 2q outlining the land acquisition cost)

The following have not been excluded from the Financial Case:

- Optimism Bias
- Work in connection with abnormal ground or drainage conditions
- Work in connection with any flood defence works
- Removal of contaminated spoil
- Dealing with obstructions in the ground & OS

1.3 Funding Contributions – preferred option 3

Funding contributions for the preferred option will be drawn from a mix of public sector (Essex County Council and Tendring District Council) Private Sector (National Car Parks (NCP) – cash contribution to redevelopment of the car park at Electric Parade and Marks and Spencer through terminated lease payments) with the balance coming from future High Streets Fund. The breakdown of the values from each partner against each site are in the table below.

	Cost	Value	Gap	ECC	TDC	NCP/M&S	FHSF	Total
	£m	£m	£m	£m	£m	£m	£m	£m
Electric Parade	28.7	13.5	15.2		4.0	3.5	7.7	15.2
Library Site	18.0	7.2	10.8	10.8				10.8
Carnarvon Site	25.1	14.9	10.2		2.5		7.7	10.2
Transport works	11.0		11.0	2.0			9.1	11.0
Total	82.9	35.7	47.2	12.8	6.5	3.5	24.4	47.2

Funding from Tendring District Council and Essex County Council has been committed through the authorities respective governance processes, the decision documents outlining the commitment of funding are outlined at appendix 4d for ECC and 4e for TDC.

Funding contributions from the termination of the Marks and Spencer early lease termination are legally committed within their lease agreement with Tendring District Council. Negotiations around this are in progress and steps to bring forward the termination of the lease will be taken following the commitment of Future High Streets Funding. Negotiations with NCP are currently being finalised through Savills and Tendring District Council and will be completed prior to the commitment of Future High Streets Fund from MHCLG through a legal binding Heads of Terms between NCP and TDC.

TDC and ECC will also jointly fund £15,000 revenue costs of monitoring and evaluation from the 2021/22 financial year to deliver the programme as outlined in the management case.

1.4 Project Cash Flow – Option 2 (not preferred)

In addition to the preferred option a financial appraisal has also been prepared for an additional option 'option 2'. This option significantly differs from the preferred option 3 in that the Transport and Infrastructure interventions have been excluded and only the commercial and residential schemes are included. For further detail see appendix 1m

	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	Total £m
Costs						
Land Acquisition	0.0	9.5	0.0	0.0	0.0	9.5
Construction Costs	0.0	0.0	22.5	18.1	0.2	40.8
Demolition	0.0	0.9	0.3	0.0	0.0	1.2
Contingency	0.0	0.0	6.1	5.5	0.1	11.7
Repairs	0.0	0.0	1.0	0.0	0.0	1.0
Transport Interventions	0.0	0.0	0.0	0.0	0.0	0.0
Professional Fees	0.2	0.6	3.0	2.0	0.1	5.8
Marketing & Disposal Fees	0.0	0.0	0.0	0.3	0.5	0.8
Financing Costs	0.0	0.0	0.1	0.8	0.1	1.0
Monitoring & Evaluation Costs	0.0	0.0	0.0	0.0	0.0	0.1
Total Costs	0.2	11.1	32.9	26.7	1.0	71.9
Revenue						
Essex CC Funding	0.0	5.7	0.0	5.1	0.0	10.9
Tendring DC Funding	0.0	6.5	0.0	0.0	0.0	6.5
Private Sector Funding	0.0	3.5	0.0	0.0	0.0	3.5
Future High Street Fund	0.0	0.0	15.4	0.0	0.0	15.4
Housing Sales	0.0	0.0	0.0	9.0	12.2	21.2
Commercial Space	0.0	0.0	0.0	0.0	3.6	3.6
Car Park 1	0.0	0.0	0.0	0.0	3.8	3.8
Car Park 2	0.0	0.0	0.0	5.7	0.0	5.7
Commercial Rent	0.0	0.0	0.0	0.7	0.7	1.4
Total Revenue	0.0	15.7	15.4	20.5	20.3	71.9
Net Cash Flow	-0.2	4.6	-17.6	-6.2	19.3	0.0
Cumulative Cash Flow	-0.2	4.5	-13.1	-19.3	0.0	0.0

1.5 Financial Assumptions – Option 2

The Option 2 project financials have been prepared using the same assumptions as those underpinning option 3, except for details relating to Transport and Infrastructure schemes which are not included within this option.

1.6 Financial Profile – option 4

An additional development appraisal has been prepared (appendix 1k, option 4 appraisal) however has been excluded on the grounds of value for money and availability of funding outlined in the SWOT appraisal, appendix 2h.

2. What will Future High Streets Funding be used for?

The funding being requested is chiefly for the building construction and associated costs involved in the proposed development. We are seeking to use the funds for;

- Substructure, Superstructure, Finishes, Fixtures and Fittings

- Services
- External Works
- Preliminaries
- Professional, Survey & Statutory Fees
- Allowance for UoB BIM & Soft Landing specifications
- Service Connections; electrical including sub-station, gas, water & communications
- Soft Landscaping, Street Furniture & wayfinding
- Construction inflation
- Irrecoverable VAT

In preparing the financial profile for option 3 it is acknowledged that the Future High Streets Fund has a 5% limit for spend on what may be termed beautification schemes. In developing the scheme designs and costs for the project partners have been mindful to include in the majority schemes which meet the funding criteria for infrastructure schemes, most notably the segregated cycleways, junction enhancements and pedestrianisation schemes which increase permeability and have defined transport benefits as outlined in the economic appraisals for the scheme as outlined in appendix 2k. A small percentage of the total FHSF request, 4.5% or £1.1m fall within the definition of 'beatification schemes' and include the provision of green space, benches and street furniture, planting, signage, fountains and water features which are intended to enhance the experience and aesthetic of the high street for visitors. In addition to the Future High Streets Fund ask, approximately £1,974,000 of the Essex County Council co-funding will be utilised to fund these elements of the project.

2.1 Project Affordability

Support from the Future High Streets Fund is required to address market failure in Clacton Town Centre. The preferred Option enables transformative change that will stabilise the decline that the Town Centre has experienced in recent years. The wider Clacton economy has been declining in attractiveness due to the decline of the traditional tourism offer and retail flight to larger centres has resulted in increasing vacancies, decline in footfall and falling commercial and residential values to the point that intervention by the private sector is unviable.

Affordability has been reviewed considering the following potential budget contributions to the proposals:

- Future High Streets Funds supporting Capital Build Costs;
- Match funding contributions from both Essex County Council and Tendring District Council to support the construction and public realm improvements that have been identified as critical for the delivery of transformative change; and
- contributions from the private sector.

Deployment of a funding mix from these sources would be required to meet both the initial capital costs of the Scheme and to ensure that the proposals are sustainable in the long term. The grant ask of Future High Streets Fund represents the minimum level of subsidy that is required in order to make the scheme viable.

It is recognised that the financial profile of the scheme extends beyond the period that FHSF grant is available. Expenditure in 2024/25 relates to the delivery of the Transport and Infrastructure schemes and will be completed in Q1 2024/25 with funding for this drawn from the Essex County Council contribution to the scheme and have been committed in the capital programme in line with the decision made at the ECC Economic Recovery Board, see appendix 3k, 4c and 4d.

2.2 Grant versus Loan

Loan funding has been considered but there are concerns regarding the potential impending impact of inflation on loan rates. Potential Bond Finance has also recently been explored but due to the current market uncertainty has been discounted. Given the above, the approach being adopted is considered the correct one.

2.3 Availability of Future High Streets Funds

The project will not be able to proceed without Future High Streets funding, as it becomes very difficult to see how a suitably replicable project could achieve the same level of change – in both new jobs and new housing that will make Clacton Town Centre move viable. While local partners will be able to take forward elements of the project, such as public realm improvements, it is very unlikely that the market will step in to deliver the large capital investments that Clacton requires. It is therefore imperative that Clacton secures Future High Streets Funding if it is to halt the cycle of decline that it is currently experiencing and safeguard the future of the local community.

3. Financial Risks

3.1 Cost Overruns

Cost overruns will be dealt with by Essex County Council and Tendring District Council capital funding contingency funds. Officers will be working to avoid this eventuality taking place. If there is a cost overrun in the project, TDC guarantee that this will be managed internally, and additional funding agreed between TDC and ECC to ensure that the delivery of the project continues without compromising the project

3.2 Key Risks

In the event that this project experiences blockages during the development/construction process, a range of potential contingency arrangements have been identified to guarantee the continued delivery of some of the services and outputs outlined in this case:

- **Price escalation:** This could be driven by land acquisitions being more than valued in preparation of the scheme or increased costs of materials. The main mitigation will be to utilise the contingency built into the project costs, value engineer the works and/or strengthen fundraising efforts from public sector partners;
- **Cost overruns:** This is most likely to be on siteworks and construction of the Highways and Transport schemes as a result of hidden statutory undertakings or additional design requirements changing following final design process. The proposed mitigation will be to value engineer the schemes and if this is not possible seek to identify alternative funding or exclude elements of design.
- **Partnership contributions from NCP and M&S lower than expected or not provided:** The proposed mitigation is that we will seek to convert the Heads of Terms to legal agreements and secure contributions up front from partners. Where this is not possible, we will seek to identify alternative funding streams. Tendring District Council have guaranteed the delivery of any gaps which emerge so risk to delivery is low.
- **Constructor ceases trading:** retender works.
- **Post-Construction sales demand:** In the event that the struggles post construction we will undertake a thorough review of the business model and approach in consultation with MHCLG.
- Covid-19: see appendix 3i for how we have evaluated and will manage the impact of COVID-19

The strategic risk register for the project is outlined at appendix 3c with the specific risks associated with the Commercial and Residential schemes outlined at appendix 3g and Transport and Infrastructure schemes appendix 2t.

3.3 State Aid

There are no state aid issues which may constrain or limit public sector support for this bid.

ECC and TDC will be the only known direct beneficiaries of funding. There is no State Aid to the applicant as the Councils are not carrying out market activities. The Council has undertaken a State Aid self-assessment, which has indicated there is no distortion of the market through the activities of the project.

3.4 Assurance and Approvals Plan

An overall Governance Framework is established at Corporate / Programme Management level within Essex County Council. The Framework defines an assurance role to oversee the governance and working arrangements of the project.

The Framework ensures that:

- all decisions and activities comply with legal requirements;
- the use of all funds is accounted for and reported;
- appropriate records of decisions and proceedings are published; and
- the Governance Framework is being adhered to.

Essex County Council staff will provide project-level assurance to provide the Project Board. Independent guidance and advice will also be sought with regard to all matters related to the status of the Scheme. The Project Board will be particularly focussed on ensuring that the strategic outcomes from the Project are achieved and are in accordance with the Governance Framework and the contractual arrangements agreed with MHCLG.

ECONOMIC CASE – Our options and the extent to which they provide VFM**1. Brief Summary of Project**

Clacton Town Centre has been in decline for several years. The FHSF provides local partners with the opportunity to collaboratively develop a major scheme that would create a new future for the Town Centre. Partners have worked on a multi-focused scheme that will provide new housing, create a variety of new jobs or opportunities for new enterprise and invest in the fabric of the Town Centre. Work through the Project Appraisal phase has focused upon the development of two new housing units providing 181 new homes. Through the development of 3,650m² of new employment space the project will deliver 1,519 new employment opportunities. Importantly investment in place infrastructure will create new green transport routes that will encourage greater modal shift, and also address the perception of crime that impacts upon the Town Centre currently. By investing in the project, Clacton Town Centre will be able to enter a new phase, one that encourages more visitors and has greater use by the resident population to ensure its long-term sustainability.

The land value uplift is calculated according to MHCLG methodology (appraisal guide – see <https://www.gov.uk/government/publications/department-for-communities-and-local-government-appraisal-guide>)

	Option 3
Gross Development Value	£40,792,487
Development costs + fees + profit	£48,958,422
Land price / Land value uplift	-£8,165,935

2. Key Assumptions

In producing the Project Appraisal, a number of assumptions have been used to inform the work. We have worked with Savills to produce the Development Appraisals for the options. Our assumptions include;

2.1 Transport Costs/Benefits:

Analysis of the data indicated that most of weekday traffic can be estimated by an approximation of two periods, and for Saturday one fairly flat profile:

- Weekdays 07:30 to 10:30 (AM period)
- Weekdays 10:30 to 16:30 (PM period)
- Saturday 10:00 to 15:00

The data showed that before and after these hours, activities are significantly less, and the appraisal was undertaken for these periods. For the analysis of traffic, it was taken, based on patterns, that counts 07:45 to 08:45 and 14:15 to 15:15 reasonably represent the AM and PM period above, and 11:30 to 12:30 for the Saturday period.

Analysis of the data showed that the survey period in late March had generally lower levels of activity compared to the rest of the year. It also showed that there are several groups of months where levels were similar with a relatively constant factor above the March period.

2.2 Transport Economic Appraisal:

The benefits of the highway components were assessed using TUBA V1.9.13 with the corresponding economics file. TUBA uses 2010 prices and discounting to 2010 would be done within TUBA, therefore the resultant Present Value of Benefits (PVB) were established in 2010 Prices and Values. Impacts during the construction phase were not assessed.

2.3 GVA benefits:

GVA benefits have been modelled over a 20-year period.

2.4 Residential Values

Several comparable transactions were assessed in the area to form an opinion of value for the proposed apartments at the Subject, taking into account the location, size, aspect, provision of outside space, proposed accommodation and parking provision. Based on research prepared by Savills, we have adopted a Gross Development Value (GDV) for the scheme at Option 3 of £21,201,375, equating to £195 per sq. ft. The details on gross development value and development costs are taken from details supplied by Savills.

2.5 Affordable housing values

No income has been included from Affordable Housing.

2.6 Car Parking

Not Applicable except for the multi-storey which is integral to the scheme. The assumed rates within our appraisals have been compared with similar parking in the town for Daily, Annual and Sunday. Void rates have only been assumed based on similar work we have carried out prior as we have not been provided any local information. No allowance has been made for any 3rd party land that makes up the car park and we have assumed that in line with the Cost Consultants report, the car parks would form part of the construction process.

2.7 Build Costs

We have adopted the build costs as advised by Oxbury Chartered Surveyors. The costs include an allowance for demolition, preliminaries and contingencies. There are some discrepancies between the sizes provided in the accommodation schedule and the cost plan, which are due to rounding and conversion between square foot and square metres.

2.8 Contingencies

A contingency of 5% has been included for Site 1 at £850,923 and Site 2 at £1,592,827.

2.9 Professional Fees

We have adopted Professional Fees of 11%, this extends to a figure of £5,641,900, the level includes any allowances that has been included by the cost consultant within their cost plan.

2.10 Sales Costs

We have consulted with the Savills residential development sales department who advise that a reasonable sales agent fee would be 0.75%;

2.11 Marketing and Sales

Marketing has been included at £2,000 per unit; Residential Sales Legal has been included at £1,000 per unit.

2.12 Purchaser's Costs

No purchasers cost have been included.

2.13 Fiscal costs

The fiscal benefits from the two projects have been calculated – in terms of Council Tax from new residential units, NNDRs from employment space, PAYE and NI from new jobs. This can be used to offset the public costs to give a net fiscal cost/benefit over a 10-year period.

2.14 Place infrastructure

The TfL Ambience Benefit Calculator was used as a framework to calculate the benefits of the urban realm improvements within Clacton for pedestrians and cyclists. The calculator works by assigning monetary (pence per trip) to public realm attributes based on the number of cyclists and pedestrians impacted by the improvements. This delivered our monetarised benefits. Further detail of the monetisation of Place infrastructure can be found at appendix 2d

3 Calculating FHSF Benefits Cost Ratio according to MHCLG criteria:

Method note (set out above)	Benefits for "Initial" or "Central" BCR		Preferred Option (NPV, 2019/20 prices) £m
1.1	Land value uplift		-8.165
	Amenity value		0
2.1	Transport benefits		1.995
2.2	GVA benefits over 20 years		42.766
	Total benefits for Initial BCR	A	78.780
	Benefits for "Adjusted" BCR		4.05

	other benefits		0
	{all benefits calculated have been monetised in to GVA}		
	Total benefits for Adjusted BCR	B	82.83
	FHSF cost	C	24.441
	Co-funding local authority cost (including borrowing)	D	15.003
	Total cost (FHSF + Co-funding)	E	39.996
	Private sector funding	F	3.000
	Initial BCR (FHSF Only)	(A-D-F)/ C	2.48
	Initial BCR (FHSF + local authority co-funding)	A / E	1.96
	Adjusted BCR (includes non-monetised benefits)	(A+B-F)/E	2.96

4 Options Appraisal

4.1 Longlist of options appraised

A range of potential solutions to the opportunities and challenges in the Strategic Case were identified during the option generation process. Initial options included a variety of developments that will deliver change to Clacton's town centre.

Scheme Name	Description
Option 1 - Do Nothing	This scheme assumes no development of new housing and no new job opportunities delivered.
Option 2 - Redevelopment of Electric Parade and Carnarvon Parade	Development of 2 key Town Centre sites including the development of 181 housing units and generation of 1,232 jobs over a 10-year period. FHSF ask of £15,367,540. Initial BCR 2.01.
Option 3 – Redevelopment of Electric Parade and Carnarvon Parade and investment in place infrastructure	Development of 2 key Town Centre sites and investment in strategic place infrastructure to improve Clacton's attractiveness for residents, visitors and businesses. Leading to the development of 181 housing units and generation of 1,519 jobs over a 10-year period, FHSF ask of £24,441,149 and an initial BCR of 2.43.
Option 4 - comprehensive redevelopment of Clacton Town Centre	Wholesale change in Clacton Town Centre including the development of 466 housing units and generation of 4,486 new jobs over a 10-year period. With supporting public realm and sustainable transport improvements. To deliver this comprehensive scheme, a total of 28,844,605 would be required from the FHSF and a BCR of 2.56

For further details of content of each option and the SWOT analysis of each please see appendix 2h

4.2 Options shortlisting

In order to develop a short list of potential options to appraise, we chose to undertake a sifting process, using a simple matrix to summarise and present evidence on options in a clear and consistent format. This matrix utilises a simple 4-point red/amber/green (RAG) scoring system for each of the assessment areas, which aims to facilitate the early assessment and comparison of scheme options. Using these criteria, the various options and resulting scores are illustrated below in Figure 2. These schemes are considered individually for the purposes of a comparative assessment; however, the better performing options could be packaged in due course as part of further evolution of the Scheme should this achieve multiple complementary benefits.

Option	Strategic	Benefits Optimisation	Potential achievability	Potential Affordability	Key Issues
Option 1 - Do Nothing	0	0	5.0	5.0	This option does not address issues currently affecting Clacton Town Centre
Option 2 - Redevelopment of Electric Parade and Carnarvon Parade	3.0	3.0	5.0	5.0	This option delivers new housing and an element of new jobs
Option 3 – Redevelopment of Electric Parade and Carnarvon Parade and investment in place infrastructure					This option delivers new housing and jobs, but importantly delivers change to the Clacton the 'place' with investment in new key infrastructure
Option 4 - comprehensive redevelopment of Clacton Town Centre	5.0	3.0	4.0	0	This option will deliver comprehensive change within Clacton Town Centre

Figure 2: Longlist Assessment

4.3 Options appraisal – short list

The purpose of the business case is to establish an intervention option that not only tackles the identified challenges of improving the Town Centre's performance but delivers a programme that will arrest Clacton's decline and provide a platform that encourages new economic activity and encourage further investment. Local partners have progressed discussion on the options and have agreed that the final preferred should deliver high productivity improvements that will address economic, environmental and social objectives.

The Reference Case is Option 1: Do nothing.

Without Government support comprehensive redevelopment of Clacton town centre will not proceed. Local partners have the ambition to deliver change but are unable to invest and welcome central government support. Without the FHSF bid we would not be able to develop an innovative integrated programme of solutions, which are designed to improve the performance of Clacton Town Centre for residents and importantly increase its attractiveness to visitors.

Without investment through the fund Clacton would be susceptible to further change that High Streets have been experiencing, which would lead to further decline of Clacton's performance. We anticipate a lack of investment would lead to more retail closures and increased vacant units, which in turn would lower footfall. We would see a greater incident of lower value shops proportionately and with the intrinsic relationship between the High Street and the Sea Front, we believe Clacton's fortunes would continue to fall, with fewer visitors arriving to the Town. The Covid-19 pandemic has increased pressure on the retail sector and at this stage, we are awaiting news of the impact on existing retailers.

Investment from the fund is critical if Clacton is to begin to arrest the decline that has been experienced. The package of measures identified in other options provide solutions which address the decline and are therefore the preferred options.

Option 2: the redevelopment of Electric Parade and Carnarvon Towers

This option would deliver partial regeneration of Clacton Town Centre through the redevelopment of two key buildings. This option delivers 181 new homes for 409 residents and create 1,232 new jobs (including Construction jobs) over a 10-year period. This option brings value to the Town Centre, but in many senses it only redevelops two existing buildings, but importantly fails to address wider issues that are currently influencing the Town Centre's sense of place and attractiveness which impacts heavily on the Town's wider performance and ability to draw tourists and day visitors which remain the key

economic sector within the town. Option 2 is deliverable, but local partners agree it is too narrow in tackling a limited number of potential challenges, rather than delivering a comprehensive solution.

Option 3: the redevelopment of Electric Parade and Carnarvon Towers and improvements to place infrastructure

This option builds on Option 2 but redeveloping the two key buildings and investing in the place infrastructure that raises the attractiveness and sense of place that will serve both residents and visitors. Local partners are focused on delivering change to the sense of place that will improve green outcomes by encouraging greater adoption of green travel and encourage new visitors to consider Clacton as a destination. The redevelopment of Electric Parade and Carnarvon Towers require investment in transport improvements; however, Option 3 improves upon the delivery of place infrastructure which will improve community space and green infrastructure, both being important features if the FHSF optimises the change Clacton requires. Like Option 2, Option 3 would deliver 181 new homes for 409 residents 1,519 new jobs. Additional outcomes include the use of community space and the delivery of 'maker space' designed to increase entrepreneurial activity within the Town Centre. With the full outcome of Covid-19 yet to be understood, additional small-scale workspace in the Town Centre is designed to meet demand from commuters who may prefer to work locally in the 'new normal'.

Option 3 is deliverable and affordable. Local partners have identified that the Option meets the requirement to create large scale change to Clacton Town Centre, and provide a strong platform for future investment.

Option 4: comprehensive redevelopment of Clacton Town Centre

Local partners have also developed an option which would lead to the comprehensive redevelopment of the Town Centre, this would involve a third building; Savoy Place, alongside Electric Parade and Carnarvon Tower. Savoy Place redevelopment would enable greater investment in place infrastructure and potentially deliver more community space. Option 4 would deliver 166 new homes and 1,519 jobs, over a 10-year period. This option therefore delivers more homes, and identical number of jobs as Option 3.

Crucially when modelling the project and calculating the finances required, it became clear that Option 4 would require a greater level of support from the FHSF above the £25m limit available. This clearly being a limiting factor for local ambitions, at this point Option 3 was designed to be both affordable and optimise outcomes within the finances available.

4.4 Cost-benefit analysis

Overall Cost Benefit Analysis of Funding

In the remainder of this section of the economic case we assess a range of different scenarios in the following stages:

- First, the specific benefits that each option would deliver will be considered;
- Second, the likely benefits that might result from each option will be analysed to provide an estimate of the overall Cost-Benefit of public investment. Three different scenarios will be considered, compared to a 'do nothing' scenario;
- Thirdly, the economic benefits to the region, and UK as a whole will be considered in more detail. Scenarios are created and then the literature and modelling work used to estimate an appropriate rate of return which the intervention will generate. Consideration is made of the Net Present Value (NPV) for the three different scenarios. A Green Book consistent methodology is followed in order to present the NPV and benefit cost ratios. The methodology for evaluating the qualitative benefits associated with each option has included:
 - An initial literature review to assess the potential range of benefits that might accrue to the project;
 - Base modelling of the impacts and benefits derived from similar past programmes;
 - An initial modelling of the main headline benefits likely to be delivered through the programme;
 - Consultation with the programme sponsors, estate team and relevant academics;
 - More detailed modelling to model the secondary benefits likely to be delivered.
 - Final consultation to assess key stakeholders' opinions of the modelling work;
 - Weighting the relative importance of each benefit in relation to each investment objective; and;
 - Scoring each of the short-listed options against the benefit criteria.

The methodology includes the following:

- **Time period considered:** In the analysis it is assumed that the investment would lead to returns for 60 years following the initial spend. The Green Book States "Costs and benefits should be calculated over the lifetime of the intervention or asset. For many interventions, a time horizon of 10 years is suitable. Where significant assets are involved up to 60 years may be suitable e.g. buildings and infrastructure."
- **Timing of spend:** For all scenarios a planned timing of spend was used, relying on the assumption of the project being supported in 2020, with construction commencing in November 2020 and concluding in December 2025.

- **Impacts:** The range of potential economic impacts deliverable across the range of scenarios to be tested are the number of new homes built, direct jobs created and safeguarded; the indirect jobs created and safeguarded; the GVA increase for suppliers (over and above indirect jobs); the growth in value added in start-ups and spin offs; the increased employability of people trained.
- **Additionality:** Using mean estimates for deadweight, displacement, leakage, substitution, multipliers and net additionality based on evaluation work conducted by DBIS and Cambridge Economic Associates. We have looked at the individual components of deadweight, displacement, leakage and multiplier effects to revisit assumptions about additionality. These have then been taken over into the revised CBA calculations and Business Case;
- **Deadweight:** The reference case accounts for deadweight loss of what would happen in the absence of intervention.
- **Displacement:** We have considered the number/proportion of intervention outputs accounted for by reduced outputs elsewhere in the target area. As far as the various options are concerned, we propose there is clear evidence that Clacton Town Centre requires investment, because of this, we have assumed displacement of the reference case to be zero;

5. The Preferred Case

Following Options evaluation, local partners quickly discounted Options 1 and 4. Option 1 as reference case was quickly dismissed as 'doing nothing' is not going to arrest the decline that the Town Centre has experienced in recent years.

Option 4 was also dismissed, despite offering more comprehensive redevelopment of the Town Centre, the financial appraisal required a FHSF contribution in excess of £25m (total equalling £28m) on the grounds that the limit could not be exceeded Option 4 was excluded.

Local partners have therefore reviewed Options 2 and 3 in order to identify the preferred scheme. The final evaluation focused on the wider impact the two options could offer the Town Centre. Partners took the view that Option 2 provided both Housing and Jobs outcomes, but Option 3 offered increased outcomes that would improve the place infrastructure and offer both significant environmental and social outcomes which are of high value to the Town Centre, particularly as it is seeking to re-establish its reputation as a place to visit, do business and live. These additional values are therefore seen as intrinsic to the ultimate schemes, and therefore Option 3: the redevelopment of Electric Parade and Carnarvon Towers and improvements to place infrastructure have been selected as the preferred option for Clacton Town Centre.

Option 3 enables local partners to develop a management approach that will deliver improved economic, environmental and social performance. Option 3 has been identified as the preferred as it is deliverable, affordable and its impact would arrest the decline being experienced in Clacton Town Centre by addressing weaknesses that have seen the gradual decline in the town centre's performance. Given this scenario, once established, displacement may be higher than the reference case. For the purposes of modelling, we have assumed 5%.

Appendix 1e contains the full economic benefit and cost modelling carried out for the preferred option.

5.1 Leakage:

Leakage measures the number or proportion of outputs (occurring under the reference case and the intervention options) that benefit those outside of the intervention's target area. This could have positive and negative effects on other areas;

- Reference Case: As far as the reference case is concerned, with the current performance of the Town Centre we do not believe the current performance will lead to any leakage.
- Preferred Case (**Option 3: the redevelopment of Electric Parade and Carnarvon Towers and improvements to place infrastructure**): with the delivery of Clacton Town Centre there is a relatively small chance of leakage due to the fact that any potential competition is not well developed and as a result it will mean the level of leakage will be relatively small. Because of this, a factor of 5% has been applied within the economic impact modelling.

5.2 Substitution:

In line with standard approaches to substitution BIS, benchmarks suggest this is a negligible issue for this type of development;

5.3 Multiplier Effects:

Measures economic impact (jobs, expenditure or income) of an intervention is multiplied because of knock-on effects within the local economy;

- Reference Case: As far as the reference case is concerned, we consider the multiplier effect to be negligible;
- Preferred Case (**Option 3: the redevelopment of Electric Parade and Carnarvon Towers and improvements to place infrastructure**): We believe that the Multiplier Effect will take effect once investment has been made, which we believe in turn will encourage new private sector investment into the Town Centre. We anticipate that the improvements delivered through the Preferred Option will signal to the market that investment in Clacton Town Centre is viable and that public sector partners are proactive in delivering change.

These factors have now been applied to the various options under consideration and the CBAs been updated accordingly. We also suggest that the scheme will safeguard jobs within current operators in the Town Centre, these will be addressed appropriately.

5.4 Benefits Criteria:

The benefits criteria were developed using a range of criteria set out in the Economic Appraisal. Most of the core benefits were calculated using accepted national benchmarks, triangulated wherever possible with secondary data, to provide additional robustness.

5.5 Direct Jobs created and safeguarded:

As far as Direct Job Creation is concerned, various methodologies have been adopted to assess the job creation potential of different interventions. For example;

- **Return on Capital Employed:** The HCA has summarised the different methodologies and tried to develop some standard benchmarks of their own for selected land and property interventions. Their work shows the range of gross cost per net job figures expressed in terms of total gross public sector expenditure against total net additional job outputs. Net additional jobs are based upon a sub-regional level of analysis. The review identified the cost per net additional job created or safeguarded range of £28,700 to £51,000 for regeneration and property development projects with a mid-point in this range of £39,850. The benchmark range is based on historic evidence. The figures here reflect the actual outcomes associated with projects and will therefore take account of possible cost overruns and any shortfall in the delivery of expected outputs. For the purposes of evaluating the impact of the various options under consideration in this case, we have used the HCA benchmarks, using the low value of £28,700 to evaluate the preferred case. This value best reflects the current employment market within Clacton based on research conducted on salary levels available from Job Centre Plus and wider Essex data.
- **Indirect Jobs created and safeguarded:** The HCA has published coefficients for the number of workers required over one year to deliver £1m of construction investment. As this focuses on output as opposed to spend, the resulting labour requirements of using spend will be an approximation. The HCA suggest every £1m of construction investment will deliver 10 new jobs.

As far as the attached BCR calculations are concerned, based on the above analysis, we use the following figures;

- To calculate the number of construction jobs generated in the Town Centre, we have used HCA published coefficients and regional salary levels for the construction sector. The employment benefits of the Preferred Option is set out below in Figure 3. At summary level this Option delivers a total of 1,519 jobs into Clacton Town Centre generating new GVA of £78,786,749 over a twenty-year period. This outcome would provide a significant boost to the Town Centre, both in terms of providing employment opportunities and creating a new community living in new developed housing.
- Investment will also boost footfall and increasing the number of customers within the core retail area and increase dwell time. Significant outcomes will also include the reduced perception of crime and see an improvement to the housing stock. Place infrastructure improvements will increase the modal shift to more sustainable forms of transport, supported by an intuitive, easily accessible and navigable town centre. Improvements will also increase the inclusiveness of the Town Centre, with new social housing and creation of a range of jobs will help create new opportunities for Clacton residents.
- An improved place fabric will also attract visitors and tourist, which will again boost the vitality of the Town Centre.

MHCLG

	Split:																		
	M	Total floorspace	27%	73%	Retail	Maker space	Office space	Construction											
Option 3		3,650	201	159		178		961											
Total		3,650	201	159		178		961											
NIA (85%)			170.85	135.15		151.3		816.85											
Jobs densities (sq m per job) - sourced from HCA/Hom			15	12		12			Employment Densities Guide, 3rd edition, HCA										
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Total
Maker Space	0	0	0	6	16	25	52	20	20	20	20	20	20	20	20	20	20	159	
Office jobs	0	0	0	0	28	30	30	30	30	30	30	30	30	30	30	30	30	178	
Retail jobs	0	0	0	6	30	45	60	20	20	20	20	20	20	20	20	20	20	201	
Construction jobs	0	0	0	120	505	280	76	0	0	0	0	0	0	0	0	0	0	981	
Total jobs	0	0	0	120	551	340	188	40	40	40	40	40	40	40	40	40	40	1519	
GVA per job	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700		
Direct GVA generated	0	0	0	3,444,000	15,813,700	9,758,000	5,395,600	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	37,855,300	
Supply chain (assumed within)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Induced (spend) (assumed within)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
TOTAL Gross GVA	0	0	0	3,444,000	15,813,700	9,758,000	5,395,600	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	1,148,000	37,855,300	
Fiscal benefits	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Total	
No. jobs	0	0	0	120	551	340	188	40	40	40	20	20	20	20	20	20	20	40	
Average salary per job (2019 i)	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700		
PAYE tax uplift	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240	3,240		
NI tax uplift	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435	1,435		
Total payroll tax uplift	0	0	0	561,000	2,575,925	1,589,500	878,900	187,000	187,000	187,000	187,000	187,000	187,000	187,000	187,000	187,000	6,166,325		
	£ Rateable M2		Total rateable value															Total Business Rates	
Retail	120	6305	756,600	0	371,491	371,491	371,491	371,491	371,491	371,491	371,491	371,491	371,491	371,491	371,491	371,491	371,491		
Office/Maker Space	65	1692	109,980	0	54,000	54,000	54,000	54,000	54,000	54,000	54,000	54,000	54,000	54,000	54,000	54,000	54,000		
Total business rates generated annually	0	0	0	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491		
Rateable Value per annum	0	0	0	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491	425,491		
																	2,552,945		

Figure 3 Preferred Option – Employment Benefits

5.6 Preferred Option – Housing benefits

The preferred option sets out plan to deliver 181 new housing units across three Town Centre sites. The benefits of this development is set out in Figure 4 below. The properties will be 1-3-bedroom flats. The table below demonstrates the housing mix proposed.

An important aspect of this option is the increase in the number of residents within the Town Centre, this option will deliver over 400 new residents, which again will increase the dynamism within the Town Centre and arrest the decline that has impacted the economic performance of Clacton.

	Persons:	1	2	3
	Total units:	50%	30%	20%
Electric Parade	52	55.3	31.9	12.7
Carnarvon Towers	129	55.4	32.8	11.8
Total	181	131.0	97.0	28.0
Total residents	409	131	94	84

Figure 4 – Preferred Option – Housing delivery

5.7 GVA impacts

Delivery of Option 3 will generate £78,786,749 in additional GVA as set out below.

Economic outcomes - commercial operations	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	Total
Average GVA per job		28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	28,700	1519	
Total jobs generated	0	0	120	551	340	188	40	40	20	20	20	20	20	20	20	20	20	20	20	40	
Direct GVA generated	0	0	3,444,000	15,813,700	9,758,000	5,395,600	1,148,000	1,148,000	574,000	574,000	574,000	574,000	574,000	574,000	574,000	574,000	574,000	574,000	574,000	43,595,300	
Indirect and induced GVA generated (supply chain, spend of employees locally)																					
Total GVA generated	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	409	
Economic outcomes - new residents	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	
No. new residents in locality	0	0	51	51	51	51	51	51	51	52	0	0	0	0	0	0	0	0	0	0	409
GVA generated per resident due to spend in local econo	0	0	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	48,883	
Total GVA generated	0	0	2,493,033	2,541,916	0	0	0	0	0	0	0	0	0	0	19,993,147						
Economic outcomes - amenity value	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	
Community space	0	0	520,583	874,797	874,797	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	861,875	15,198,302
Total GVA - national - additionality at 50%	0	0	2,006,733	8,368,690	5,340,840	3,153,179	1,029,379	1,029,379	742,379	742,379	742,379	742,379	742,379	742,379	742,379	618,601	618,601	618,601	618,601	618,601	29,094,080
Total GVA - local - additionality at 75%	0	0	3,010,100	12,553,035	8,011,260	4,729,769	1,544,069	1,544,069	1,113,569	1,113,569	1,113,569	1,113,569	1,113,569	1,113,569	1,113,569	927,902	927,902	927,902	927,902	927,902	43,269,790
																				Total GVA impacts	78,786,749

Figure 5 – preferred option – GVA impact

6. Summary of Impact Appraisal - Key Findings

The attached Economic Benefits sheet appendix 1e and 1f show the detailed assessment of the above options and assessments. Our forecasts indicate that the preferred option would deliver up to £32.4m of additional impact by 2030 (after Deadweight, Displacement, Leakage, Substitution and Multiplier Effects) as Clacton Town Centre benefits from investment. Thereby delivering Net Present benefits of £26.99m and a Public Value for Money BCR of 2.43.

Reference Case: status quo, do nothing or do minimum

If the project did not proceed, we would not be able to deliver major transformative change in Clacton which would arrest the decline that has impacted upon its economic performance over many years. Investment through the Future High Streets Fund will provide an opportunity to create a new economic future for the Town Centre, in essence creating an environment that can break the current cycle where market led solutions are unviable and have not therefore been forthcoming. Investment through the Preferred Option will provide a new platform and effectively reposition Clacton Town Centre, paving the way for a new future, one where developers can feel confident to bring forward other schemes.

This investment is critical if Clacton is to address the decline that it has suffered. Delivering the Preferred Option will enable local partners to begin the process of re-establishing Clacton as an attractive, welcoming and economically viable Town Centre.

7. Analysis of Monetised Costs and Benefits (AMCB)

Item	Value (£)
Housing Benefits	32,474,435
Employment Benefits	23,524,995
Transport Benefits	1,995,000
Future High Streets Fund Contribution	24,441,000
Present Value of Benefits	£26,996,110
Broad Transport Budget	11,197,609
Present Value of Costs (PVC)	£11,092,327
Overall Impacts	
Net Present Value	£15,903,783
Benefit to Cost Ratio (Adjusted BCR)	2.43

COMMERCIAL CASE - How will the project or programme be delivered? (Max 5 pages)

The proposals outlined in this Business Case enable a ‘once in a generation’ opportunity to revitalise a once thriving coastal town that has since struggled to meet the needs of residents, businesses and visitors alike. This bid supports a suite of interventions, which combined will transform how people live, work and interact with Clacton Town Centre. Option 3 has been highlighted to offer the optimal proposal through the redevelopment of two key sites, Electric Parade and Carnarvon Road to enact the vision and bring sustainable and transformative change to Clacton Town Centre.

1. Market Analysis:

Essex Housing, the in-house delivery arm of ECC, have led on the commissioning of a project team of consultants to determine the feasibility and most effective programme for delivery as part of the Future High Streets Fund bid. The team included Chetwoods as masterplan and capacity study architects, Quantity Surveyors Oxbury who analysed scheme costs, Sales Advisors Savills, who established the demand for housing in the local area, the dwelling types and sizes which are best suited to the site; and Planning Consultants Strutt & Parker who advised on likely planning constraints and opportunities for the programme. For further details on commercial market analysis see appendix 1k, p 247 with appendix 2j and its appendix 1 (2m) providing a post-covid update in July 2020. Appendix 2g Tendring Retail Needs Summary 2020 also provides insight on retail and market demand

LSH, commissioned by Tendring District Council, have worked to understand the strengths, weaknesses, the threats and opportunities for Clacton (page 51 appendix 2u) with this work used to drive the vision and masterplan developed by Chetwoods which in turn was then developed into capacity studies and designs which provide an insight into how the site will be developed and its interaction with the wider landscape.

1.1 Commercial Market

The loss of large chains in recent years and vacancy rates of 11% (28 units) in Clacton. This figure excludes some of the latest high street closures and is expected to increase in numbers as a result of COVID-19 measures. The rise in the number of retailer casualties and vacancy levels has created a challenging environment for existing retailers and investments in towns and shopping centres across the UK. The current investment climate is becoming increasingly polarised. The top 50 shopping locations generally have the best prospects for attracting new investment and development. This is because they benefit from strong catchments and the necessary critical mass of shops, leisure facilities and other uses to remain commercially viable and attractive investment propositions. Outside of the top 50 it is the more secondary towns and shopping locations, such as Clacton, that remain vulnerable to further reductions in their existing retail and commercial offer. This is against the backdrop of limited and falling demand for new shops and commercial space. Savills have noted a 12-month rent growth of 3.4% according to CoStar data with an average sales price per sq. ft of £141 (though there were only twelve comparable in the past year to review against). Clacton has below average proportion of A1 comparison goods retail outlets, which is a contrast to the position from 2015 (Experian Good Data 2019).

Given the challenges of shop closures in the Town Centre, even before Covid-19, Savills concur that it may be possible to encourage further retail in the town centre through competitive rates and flexible letting terms. Analysis suggest the units proposed as part of this project would work well in the town with the maker space units / street food kiosk encouraging activity from smaller businesses with prospective tenants’ likely to be independent businesses which fits within the high SMEs profile within the district. The 2020 LSH Retail and Town Centre Demand Study states that any proposals to bring forward development sites in the town centre should seek to facilitate opportunities to support the expansion of new businesses and opportunities for start-ups.

The household survey conducted by LSH highlighted that District and residents in Clacton’s catchment would like to see an improvement in restaurant and café offer. This would also help to draw visitors from the pier and support the town’s evening economy. Alternative F&B concepts such as a food market or indoor food hall could help to diversify the town centre offer and help to attract new visitors. F&B spend accounts for the majority of the available leisure spend in the District (53%). Spend in this category is forecast to increase by £52.7m by 2033, from £183.2m to £235.9m. The popularity of street food, and market halls has also coincided with the growth in the spending power and influence of the Millennials, which this bid seeks to harness. The decision to incorporate an F&B offer in Carnarvon Road also provides a future, alternative use for the Electric Parade arcade should COVID-19/other economic issue require the proposed maker/start-up space to be reviewed.

Schemes such as Boxpark, London have worked well and have experienced great success with the flexible space and small units they offer. Using comparable evidence, Savills have applied rents of £10 psf and £13 psf for commercial and retail space and a yield of 8% and have applied a rent of £18 psf for the makers space and street food with a yield of 10%.

1.2 Residential Market

Savills analysis has confirmed that current average residential property values are lower than the national average (£194,000 in the CO15 postcode compared to £314,900 nationally) and that average earnings are £18,110 in Clacton compared to £24,478 nationally which equates to a price/earnings ratio of 10.71 in Clacton versus 12.86 nationally.

The Clacton-specific residential market update for June 2020 highlights that 55% of transactions within 0.5 miles of Clacton were flats, which is significantly higher than the whole of the East of England figure of 15%. The analysis also shows that the average price for a flat within CO15, from the period March 2019-2020, was £125,000. From the depth of the market graphs, it is evident that no new houses or new flats have been built within a 0.5-mile radius of Clacton and that existing housing stock is old and low quality having a direct impact on the town centre. The report also shows that Clacton has a higher than average percentage of transient renters, municipal challenges who rely on social renting/long term lets in poor quality low value homes and a large number of vintage value residents living in low value properties and/or ageing renters.

As at March 19 there were 1,585 households on the TDC housing register, with 75% requiring either a 1 or 2 bed home. The number of employed households on the register has increased year on year, with 14% (202) households having an adult member in employment, an indication of the difficulties in home ownership and access to the private rented market. Highest demand is in Clacton with 48% (767 households), with TDC only owning 20, 2-bed properties in Clacton.

In recent years, the growth in the health and social care sector in North Essex has created strong demand for affordable, good quality homes to service the needs of those employed in the sector. The emerging redevelopment of the Clacton Hospital has been driving residential demand and the planned new hospital will increase this demand. The CCG's Retention Strategy focuses on reducing staff vacancy rates, recruitment and retention of nurses and care workers, with ambitions supported through the provision of the FHSF bid and delivery of local, affordable housing.

There is clear demand for flats in Clacton due to the town centre location, commuter potential, growth in care sector and the vast number of flat transactions in the town. The lack of new build housing stock is further confirmation that new residential developments would work well in the town centre as part of a wider regeneration programme and would assist with diversifying the community to deliver greater economic outcomes. This programme not only aims to deliver high quality homes for existing residents but attempts to attract a wider range of residents to the town, including ambitious young people seeking higher quality homes to create a more vibrant, sustainable town centre.

Savills conclude that the most appropriate type of flats for the regeneration scheme are 1 and 2 bedrooms, based on the demographics of the town and the proposed central location and assumes a residential sales rate of £195 per square foot.

1.3 Infrastructure

The impact of enhanced transport and green infrastructure on Town Centre environments has consistently been challenging for scheme promoters to evidence the commercial benefits and need beyond anecdotal feedback from users of the town centre and counterfactual monitoring of the impacts. Investments in infrastructure have therefore typically been driven by 'gut' instinct in response to perceived challenges of footfall, permeability and marketability.

Evidence from Waltham Forest shows an increase in footfall by up to 93%, dwell time by as much as 216% and reduced retail vacancies of 17% as a result of similar changes to those proposed for Clacton Town Centre. This bid also makes use of the TFL Valuing the Urban Realm and ambient benefits tool (appendix 3d). Townscape and Urban Realm considerations are increasingly important areas in transport appraisals, enabling the benefits of creating not just functional space but spaces where people want to be, to be evaluated. Use of this tool in Clacton has demonstrated significant benefits to business, commuters and other users from reduced travel time, operating costs and charges, all things which support delivery of the commercial and residential elements of this project.

1.4 Summary

The current commercial, housing and economic landscape has influenced and shaped the development of the proposals and the ability to address the challenges currently faced by the private and retail sectors.

Tendring District Council will need to build in resilience and, where possible, "future-proof" its centres to the changes in shopping and leisure habits. This will inevitably result in a move away from high streets as solely retail-led locations to those that offer a wider range of retail, leisure, cultural, heritage, employment, tourist and other amenities/attractions. This transition to more diverse uses that go beyond retail will need to be supported by a mix of new homes and apartments on the edge of and/or on top of centres to help boost their captive' resident and working catchment populations in the most sustainable and commercially effective way. This, in turn, will increase the attraction of centres, encourage more frequent trips and spend, and ultimately help to strengthen the overall vitality and viability of town centres as high quality places where people choose to live, work, shop, play and use for a wide range of activities.

2. Delivery Confidence

2.1 Residential and commercial sites

It has been agreed to utilise Essex Housing's wealth of experience in managing complex, publicly funded residential and commercial developments to lead the next phase of this project. Essex Housing, launched in April 2016, was established to meet general and specialist housing need, and to use utilise vacant assets to generate capital receipts and revenue savings whilst driving economic growth and regeneration. To date Essex Housing has delivered 3 schemes (Goldlay Square, Moulsham Lodge and Norton Road) with a total of 64 general needs (private and affordable) and specialist housing units and has £10.6m of completed sales with a further £5.5m forecast. The team has a live development programme of 906 units - including 43% specialist/affordable units (Extra Care and Learning Disability, of which 194 units have secured planning consent with 175 submitted for planning determination.

Essex Housing also provides the countywide leadership for the One Public Estate programme having secured £2.58m of external funding and has led the way in public sector collaboration to unlock sites for development of much needed housing.

Essex Housing delivers good quality, sustainable developments and follows industry best practice guidance to achieve energy efficient homes through a "fabric first" approach. This is where energy demands of the homes are reduced, for example by increased levels of insulation and improved airtightness, before considering the heating source/requirements. Essex Housing also seek to improve upon building regulations standards wherever possible, as well as going above planning stipulations and has included photovoltaic cells on all new build schemes completed to date and has brought forward proposals to look at other technologies, for example air source heat pumps.

Since 2016, Essex Housing has developed relationships with a range of partners at different stages of the delivery process, partnering with over 120 organisations in the last 2 years across their portfolio of schemes. To achieve this, the team has brought together a range of experienced property development and project and programme management professionals with a breadth of experience from both the public and private sector. Essex Housing's experienced development surveyor team have experience in delivering major mixed use and residential property development with degrees in Valuation and Estate Management with Chartered Membership of the Royal Institution of Chartered Surveyors and the project and programme managers are PRINCE2 practitioner certified with some holding MSP practitioner qualifications. In delivering housing developments Essex Housing utilises ECC's power under the Local Government Act 1972 to acquire land and power under the Local Authorities (Land) Act 1963 to develop land for the improvement or development of its area.

2.2 Infrastructure

Essex County Council will again take the lead in delivering the infrastructure elements of the project through the 'Essex Highways' Partnership with Ringway Jacobs. Since 2012 Essex County Council and Ringway Jacobs have been engaged in a contractual partnership delivering strategic planning, designs, delivery and maintenance of infrastructure projects on the highway network, the partnership delivers an integrated service and is the largest single transportation contract in the UK.

The partnership is the preferred method of delivery for his project as innovatively it provides access to a wide range of expertise required by the project team, beyond the staff employed directly in Essex through the ability to reach into the significant corporate and commercial expertise of Ringway Jacobs. The ability for the partnership to deliver has already been demonstrated in this project In preparing the economic appraisals and scheme designs to support this bid we have utilised this partnership to deliver a stage 1 transport design and infrastructure business in challenging circumstances in the context of COVID-19 utilising expertise and resources from Ringway Jacobs colleagues across the Country with the process managed by an Essex-base project director. We will seek to duplicate this approach through the lifecycle of this project.

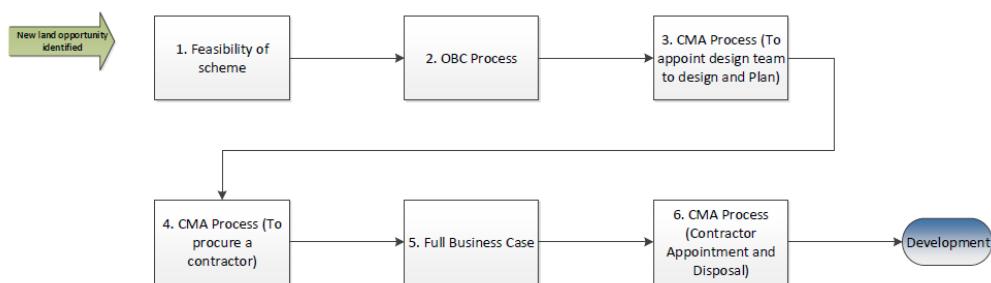
Quality and innovation is a key aspect to the effective delivery of this project. In 2015, Essex Highways was one of the first Local Authority/ Service Provider partnerships to achieve ISO 44001 recognising the collaborative approach to business relationships and receiving accreditation to BS55001 Asset Management in March 2017 - a unique achievement for any Local Authority. In 2017 partnership won the prestigious national Transport Local Authority of the Year Award. Recognising the quality and delivery confidence in the contract in February 2020 Essex County Council extended the partnership until 2027 and this ensures the partnership and delivery approach will be in place for the duration of this project, removing the risk of contractual changes / procurement impacting upon the delivery of the project.

The partnership regularly delivers MHCLG and DfT funded schemes across the County and is familiar with the requirements of delivering to the quality and outcomes outlined in projects submission to HMG including financial & non-financial benefits.

3. Decision making

Delivery of all sites follows clear decision-making processes with decisions taken at key milestones in the development process. As outlined at appendix 3b wider Clacton FHSF governance programme the work on the Housing, Commercial and Infrastructure elements of the project will feed directly into the Tendring Strategic Board. The programme board will be made up of officers with appropriate level of delegated authority who will be responsible for taking and overseeing the progression of key decisions in relation to the project and authorising progression of the work by ECC.

Recognising that Essex County Council will take the delivery lead for the majority of sites and infrastructure within this scheme the flow chart below illustrates how a site / infrastructure project in Essex is brought forward via ECC's governance processes with this process to be used to assure and manage the delivery of this project.



The above diagram represents a summary of the governance decisions involved in the development of the site, see appendix 3f for more detailed documentation.

Following confirmation of FHSF contribution towards the Clacton Town Centre project, it is proposed that an OBC is drafted in order to confirm the capital funding required from Essex County Council (the match funding). This will then be followed by a Cabinet Member Action (CMA), authorised by the Cabinet Member for housing which will authorise development of designs to prepare for Planning Submission. At this stage, a design team will be assembled which will include (but not limited to) the following disciplines; Architect, QS, M&E engineers, Planning consultants.

3.1 Procurement and Contractual Mechanisms:

Essex County Council through Essex Highways and Essex Housing will undertake delivery responsibility for both projects, appointing suitably qualified third parties to undertake construction and delivery of the various elements of the project. The Council has two options to deliver the projects and will take the most advantageous approach that will ensure the timeliest and efficient delivery mechanism:

1. Utilise procurement framework for construction projects;
2. Undertake competitive, OJEU compliant procurement process;

All advisors and building contractors in accordance with ECC's procurement policy and the Public Contracts Regulations 2015 and are part of the relevant decision by the Cabinet Member as the project progresses through its various stages

Regardless of procurement and construction delivery, Tendring District Council will be the lead accountable body for the project, however, will use Essex County Council internal processes and financial regulations to manage all contractual relationships and budgetary and expenditure necessary for the work commissioned through Essex County Council.

Payment for services and activities required throughout the delivery of the project will depend on the value of the goods and services in line with ECC's procurement policy. For contracts under £10,000; these may be awarded without competition and paid for through ECC's Electronic Payment Request Tool. For contracts between £10,001 and £100,000, these are awarded following a Request for Quotation exercise undertaken by the Team, and payments are organised via a Purchase Order linked to a signed Professional Appointment contract. Larger Construction contracts operate in a similar way with Purchase Orders linked to signed contracts following Open Market Tender process.

The appended Solution Design document (appendix 3h) outlines in more detail the resource requirement during the procurement and development process. The document also outlines in further detail the various options available with regard to the procurement of contractors for construction of the site and highlights that the recommended procurement option is to carry out an Open Market Tender.

4. Financial Confidence

With regard to costs, as outlined in the financial case, TDC have every confidence that the project will deliver to the timescales and financial profiles outlined. This will be managed through three main considerations;

Firstly, through both the appraisals provided by Savills as part of this stage of the process have used Argus to demonstrate the values and the current viability gap. Ordinarily Essex Housing development schemes would set these at 20% Profit on Cost, however, profit has been removed from the appraisal in order to understand the level of subsidy required in order for the development to break even. Added to the costs, care has been taken to include only the appropriate levels of contingency which has been included at a limit of 5% with separate design reserve also included. At part of preparation for the OBC stage, the QS cost estimates will utilise the latest BCIS data, as well as latest Sales Agent valuations of the project's Gross Development Values to ensure up to date values are being used. The infrastructure works have a 22% risk built in at this time, recognising the further work required to develop the project prior to final design being completed, as the

project develops we should seek to reduce this level of financial risk through greater definition of the designs and understanding of the services / infrastructure we will encounter but building these costs in ensures the risk of financial overruns is reduced.

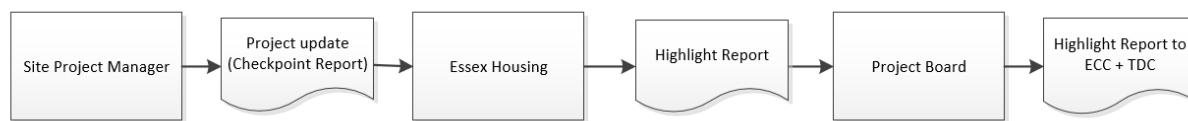
Secondly, it is recognised that the project spend will last beyond the 2024 future high streets fund deadline. Both local authorities have sought commitment through internal decision routes for the spend profile outlined in the financial case and have guaranteed that any additional project costs / overruns beyond the agreed MHCLG and partner commitments will be covered by ECC and TDC and managed through the project board. We will seek to ensure that partnership commitments from private sector will be legally committed prior to October 2020 when a decision on FHSF is expected. As part of the ECC decision in July 2020 to approve its co-funding in the project the Council committed that the maintenance and renewal of all infrastructure assets created as part of the scheme will be funded by Essex County Council as part of the ongoing asset management programme.

Finally, In light of COVID-19 which has seen a significant impact on the construction sector and at the time of writing with lockdowns easing, the industry is as yet unsure of the longer term macroeconomic impact, particularly with regard to supplies and build costs which may yet impact BCIS data. The updated appraisals will be undertaken to ensure that any updates to designs are reflected in the costs, utilising the latest valuations, BCIS cost data and reflecting the updated costs associated with acquisitions of key sites as a result of ongoing discussions.

5. Contractual Issues

In order to ensure that the project operates within the required timelines the Design Team will also include a Project Management/Employers Agent role separate to the Essex Housing role, this will ensure site-level project management to be provided throughout the development process, including construction and hand over phases. Essex Housing may choose to have separate project managers dedicated to each site in order to ensure the effective delivery of the project across the site on a day to day basis, however this will be determined at a later point.

Essex Housing will ensure effective project management tools are employed and will ‘manage by exception’ in accordance with PRINCE2 project management principles to agreed tolerances. An agreed scheme of delegations will also ensure that day-to-day decisions with the Design Team will be undertaken by Essex Housing within set thresholds only escalating to the Project Board by exception when these tolerances are exceeded and will be followed up with regular Highlight reports.



6. Delivery Risk:

Through the delivery of all schemes, Essex Housing develops and maintains a RAID log for each scheme which is included and updated at each stage of decision-making. A RAID log has been prepared for this development (appendix 3g) and highlights any anticipated contractual and procurement issues that might be experienced throughout the life of this project.

COVID-19 is expected to have an impact on commercial and residential growth. The current thinking by market analysts, including Experian Business Strategies, is that based on the Government's interventions, the UK is likely to suffer a sharp, but short recession. However, economic output would start to bounce back in early 2021 and unemployment rates returning to pre-Covid levels by 2024. Therefore, we have assumed that the retail and leisure sectors will return to ‘normal’ conditions sometime within a five-year period (i.e. by 2025) from now, the period when our construction on the schemes in this project will be completed. This analysis has driven our decision to diversify the offer in the town centre, focusing on delivering small, flexible spaces that offer a diverse and exciting offer for residents and visitors. Appendix 3i outlines the thinking in relation to the deliverability and any changes that may be made to the project in the context of COVID-19.

MANAGEMENT CASE - How will delivery of the programme/project be planned, monitored and overseen to evaluate and ensure its success? (Max 5 pages)

1. KPIs, Monitoring and oversight

Key Performance Indicators (KPIs) will be an essential part of project monitoring and oversight and will be agreed as part of the final design and build contract. This contract will also utilise KPIs as the basis of liquidated and ascertained damages (LADS) to ensure such measures are available to address performance and delivery issues. The KPIs selected will emanate from industry standards such as those reported annually by Contracting Excellence but will be tailored to meet programme specific deliverables and SMART requirements.

All KPIs will be linked to practical measures that will allow for efficient data collection and management intelligence delivery.

1.1 How spend and delivery against expected milestones/outputs will be monitored

- Essex Housing will hold internal fortnightly meetings to measure spend and milestones throughout the project life
- This is supplemented by a twice yearly financial and milestones challenge session to review progress and spend in detail
- Essex Housing will produce monthly reports (on progress and outputs) for assessment and scrutiny.
- Essex Housing Board, with representation from ECC officers and Members, including S151 will receive regular operational reports of all schemes.
- At design stage, an external project manager will be appointed with sole responsibility of managing milestones and working with consultants to address slippage and keep the project on track. Regular design team meetings will be chaired by the project manager where progress will be monitored and report into the project governance boards.
- At construction stage, an employer's agent is employed who chairs a monthly on-site progress meeting, also attended by Essex Housing, either the employer's agents or a separately employed quantity surveyor will challenge costs and ensure spend is in line with the contract

1.2 Example KPIs that will be used

- At design stage, consultants are procured on the basis of each RIBA stage, payments will be held back until each RIBA stage is complete.
- The build contract will be managed by the employer's agent and financial penalties will be incurred where timescales and requirements are not met.
- Consultant KPI's are set out within the scope of works as dictated by the RIBA Plan of Work. These vary for each contractor. An example of this will include indicators such as a viable design layout (as measured by an argus appraisal), successful planning achievement, no planning objections from highways authority etc.
- Work contractor KPI's will be as set out in the JCT Design and Build 2015 contract and within the Employers Requirements. As an example, this will include project completion by a set date, discharging all planning conditions by project completion, show home launch date.

1.3 How will performance issues be addressed?

- At design stage, Essex Housing will manage the overall process so will coordinate multiple consultants. They will undertake a formal procurement process which will set out as above the scope of requirements for each contractor. In the rare instance that consultants do not meet the requirements set out in the contract, ECC will in the first instance raise issues through the project manager to mediate a resolution. If in the unlikely scenario resolution cannot be reached or performance does not improve ECC have the option to terminate the contract and reappoint a new consultant.
- At construction stage, under the JCT Design and Build Contract, the Employers Agent's role is to represent the client in ensuring the employers requirements are met by the contractor. The JCT Design and Build Contract and Employers Requirements will establish key deliverables and timescales. Progress is managed at monthly site meetings and the Employers Agent role is to work with the contractor to find solutions to issues and manage performance of the contractor. Contractors are incentivised to meet the requirements of the contract and incur financial penalties for failure to do so.

1.4 How will success be evaluated?

- What project success looks like will be agreed with all parties as part of the next development phase of the project, ahead of potential funding confirmation in November. The Logic Model will be central to this work, ensuring key outputs and long-term outcomes identified have an agreed benchmark at the start and processes in place to monitor over the agreed time period.

2. PPM Strategy

The strategy to be adopted for delivery will be based on the Managing Successful Programmes (MSP) standards and principles. These standards will inform and shape the principles, governance themes and transformational flow of the delivery and subsequent realisation of benefits that will be derived from the programme and set out within this business case.

Whilst there are further factors that will be considered as part of this approach, four key areas will be managed:

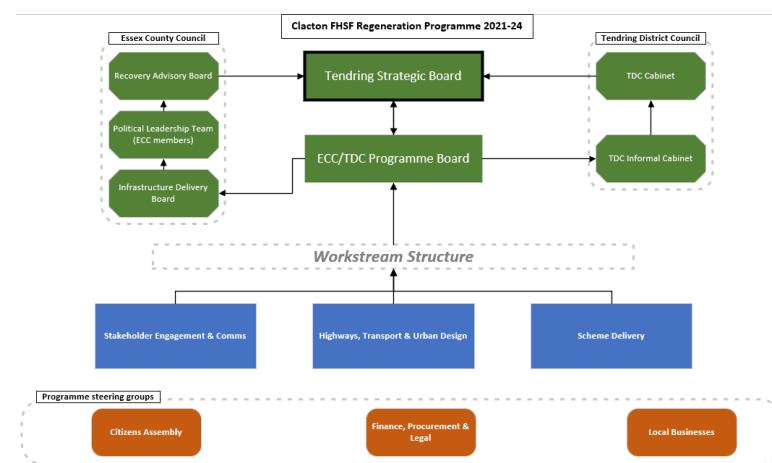
- Governance - The structure, process, and procedure to control operations
- Management – Ensuring that relevant strategies and processes and accountability are in place to manage project activities, stakeholders and contractors.
- Integration – Key objectives and benefits are continuously reviewed against programme delivery to ensure realisation
- Finances - Monitoring and review of programme budget and contracted costs. Consideration of the application of infrastructure and resources to ensure financial outcomes and programme deliverables.

Within these four key areas will be the relevant strategies for managing the following:

- Benefits Management Strategy
- Risk & Issue Management Strategy (including Strategic Risk Register & Essex Housing RAID Document)
- Monitoring and Control Strategy
- Quality & Assurance Strategy
- Resource Management Strategy
- Stakeholder & Communications Strategy

These strategies and processes will support the delivery of the programme plan through delivery and benefits realisation.

2.1 Project Framework:



The key Governance forums within the programme will be the Strategic Board, Programme Board and subsequent Project Boards. The membership of these are set out within appendix 3b

Reporting within the structure will be through a core monitoring and control strategy and will include:

- Highlight/Progress reports (including KPI measures where applicable).
- End of Project reports
- End of Tranche reports
- Programme Reviews provided to Sponsoring Group
- Financial Reviews

Sponsoring Group – Tendring Strategic Board (ECC & TDC Officers & Members):

The Sponsoring Group make key financial decisions and provide top-level endorsement of the rationale and objectives of the programme. It provides continuing senior level commitment and support for proposed deliverables and monitors implementation.

Senior Responsible Owner – Tendring District Council:

The SRO is ultimately accountable for the programme, ensuring that it meets its objectives and realises the expected benefits. The SRO is empowered to direct the programme, take decisions and provide leadership to the programme team.

Programme Manager – TBC (a named Officer):

The Programme Manager is responsible for leading and managing the setting up of the programme through to delivery. The PM has primary responsibility for successful delivery of the new capabilities and establishing the required governance arrangements.

Workstream & Project Leads:

Project leads may take different forms dependent on the activity and deliverable. These may include employees of either Essex County Council or Tendring District Council or contracted Project Managers.

Benefits Realisation Leads:

The BRLs will be responsible for realising the agreed benefits by embedding the required capability into operations. Each separate Tendring Council operation that is affected by the programme will have its own representative.

Steering Groups:

Steering groups will provide ad-hoc advice/expertise on pertinent issues that arise throughout programme delivery. They inform direction, provide reviews of deliverables and ensure the programme continues to deliver against agreed aims and objectives.

Audit:

An independent programme audit service will be used at key milestones to ensure adherence to management systems and provide corrective direction where needed.

Stakeholders:

Stakeholders will be engaged throughout the life cycle of the programme, with an aspiration to establish a High Street Citizens' Assembly, to generate bigger conversations to build back better and support behavioural change. the 'partnership forum' or the 'Citizen's Assembly' would work with and alongside the existing Clacton Town Centre Ambassadors Group.

We will manage stakeholder relationships carefully as part of the project and have devised a stakeholder management plan (appendix 4b) evaluating key stakeholders and enables us to manage and engage them through the project framework above.

3. Project Plan

Key deliverables and proposed timescales for option 3 of the Clacton Future High Streets Fund bid can be found in appendix 3a. This includes those directly managed by Essex Housing and Essex Highways as the major delivery partners for the programme.

4. Change or Risk Management Strategy

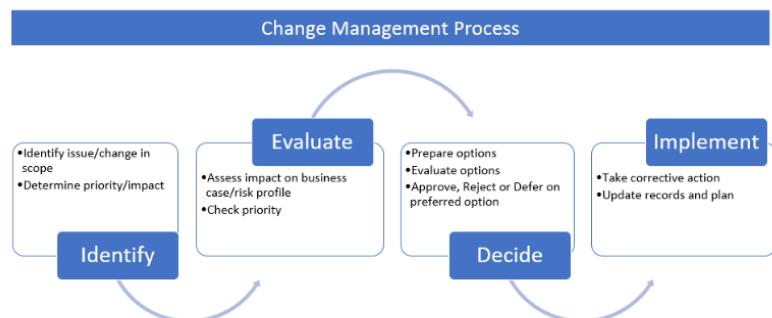
Delivery of this proposal will have a significant impact on people (both officers and members of the public), businesses as well as the culture of the organisations and partners involved. To maintain confidence in delivery, risk management will be conducted at both a programme and project level, with a detailed and up to date strategic risk register capturing all key risks, the RAG status, commentary and mitigating actions. The register will be a standing item at project and board meetings to ensure ownership and delivery remains on track. Alongside this Essex Housing will manage their own internal RAID register.

In line with the management framework above, the following risk management roles and responsibilities will be in place:

- SRO – who will hold overall responsibility for putting in place an effective risk management policy and process;
- ECC/TDC Programme Board – will have oversight responsibility for risk management processes;
- Programme Manager and/or Project Lead – responsibility for implementing risk management policy; and
- Risk owner - the person best placed to direct or take mitigating action against an identified risk

The scale and pace of change proposed in Clacton is unprecedented for the area and represents the single greatest investment in the place in over a century. The District Council is well prepared to deliver the projects from a technical capacity perspective, however a key risk to the success of this project is effectively managing stakeholders, particularly with businesses and communities for whom transformation of the place will represent a significant change and one which the District Council has limited experience of managing. TDC will draw on the expertise of the partnership, utilising the knowledge and experience of ECC and Essex Housing who are able to deliver.

Change management will also be controlled at a programme and project level in line with the flow process opposite. Change authority will sit at the Strategic Board, Programme Board or Project Boards dependant on the level of request respectively.



5. Evaluation and Benefits Realisation

Monitoring and evaluating the impact of investment made in Clacton is a fundamental part of this programme of work. Local Authorities will be closely monitoring outcomes against the Logic Model, both the intermediate and long-term outcomes and seek to build this work into future modelling and understanding around 'what works to deliver regeneration in a place'.

5.1 Identifying what will be measured

An overarching Clacton Town Centre Logic Model has been developed as a result of partnership workshops and stakeholder engagement with the local community. This model has been used throughout the development of this proposition to identify the challenges faced in Clacton, the outputs / work that is required to respond to these challenges, as well as the medium-term outcomes and the long-term impacts that the interventions will have. This work has taken place over several months and progressed many iterations in order to ensure that the preferred option will deliver the most appropriate interventions that respond to the needs of the place. See appendix 2b for full details.

Logic Model Key Outcomes:

- Improved residential offer, with high quality mixed tenure housing in the town centre

- Diversified economy through increased business start-up provision, kiosks and improved night-time economy
- Increase skills levels and qualifications within the local community
- Increase in higher skilled/higher paid employment opportunities
- Increase in disposable local income
- Uplift in land values
- Decrease in crime and anti-social behaviour
- Improved shopping/leisure experience that appeals to all

In addition to assisting with the development of the bid the logic model has been used to understand how the medium and long-term changes delivered can be suitably measured (in line with Magenta Book and guidance provided for the FHSF). Evaluation will be crucial in understanding value for money not only at a local level, but in terms of investment versus outcomes at a national scale for future regeneration programmes. TDC and ECC will create an evidence base that identifies interventions that have had the greatest impact on the community, economy and where private sector investment has unlocked further growth in Clacton.

The approach to evaluating outputs will seek to apply the principles of proportionality, simplicity and efficiency, to ensure that data sources are consistently collected and analysed to ensure reliable results for the lifetime of the project. ECC data analysts carried out a data scoping exercise to identify indicators that could be used to monitor the impact of interventions, with in excess of 140 indicators identified and evaluated for suitability covering a range of social, economic, environmental and civic factors. This work has been reviewed against the impacts identified as part of the logic model work to identify publicly available data which can be used at no/low cost and is highly likely to be collected over the lifetime of the project.

5.2 Evaluation Framework

This section summarises the approach to evaluation in this project, annex 3e provides an overview of the framework and 3j outlines the approach in detail. Several factors were considered when reviewing the appropriateness of indicators to be included within the evaluation framework to identify whether they would yield meaningful and reliable data sets. These factors include;

- Frequency of collection
- Lowest level of geography (e.g. street, district, national)
- Source (is it trusted)

From this analysis a number of indicators (detailed below) have been selected which will be included in the scheme evaluations. In all cases data has been selected that is at a minimum district level and wherever possible at Lower Super Output Area (LSOA) level and collected on a quarterly basis (in some cases annually or bi-annually) to safeguard reliability and allow certainty of the level of impact the intervention has had on the study area. Working in this way will enable the programme team to flex the quality / standard of approach between Level 2 and Level 3 analysis throughout the life of the project.

Outcome/ Impact	Key Performance Indicators	Target/ Direction	Source of Information/ Data	Frequency of monitoring
<i>To improve perception and experience of Clacton Town Centre/ High Street</i>	Dwell-time	Increase in average dwell-time	Elephant Wi-Fi/ Geo-Sense data	Quarterly
	Ease of access	Increased use of walking and cycling within the town centre	Essex Highways Data and Perception Survey	Quarterly
	Crime - both perception and incidence	1. Decrease in crime rate 2. Reduction in the fear of crime	1. Police.UK data 2. Perception Survey	Quarterly
	User satisfaction	Increased satisfaction of residents, visitors and businesses (both quantitative and qualitative)	Perception Survey	Bi-annual
<i>To drive growth</i>	Footfall	Increase in footfall	Elephant Wi-Fi/ Geo-Sense data	Quarterly
	Shop vacancy	Reduction in shop vacancy	Springboard data Perception Survey	Quarterly
	Business diversity	1. Improved Vitality Index 2. Increased number of new business start-ups	1. Open-source data 2. Perception Survey	
	Number of new job opportunities	1. Increased number of new job opportunities 2. Lower number of benefit claims	1. Jobcentre Plus and jobsite data 2. DWP data	Quarterly
<i>To enhance outcome for residents of Clacton Town Centre/ High Street</i>	Level of qualification/ skills	Higher rate of attainment at NVQ levels	Education Services/ school data	Bi-annual
	Housing stock	1. Number of new social housing and affordable houses delivered 2. Reduction in average waiting time	1. Essex Housing Data 2. Zoopla House Supply and Prices	Bi-annual
<i>To ensure future sustainability of Clacton Town Centre/ High Street</i>	Liveability of town centre	1. Number of new mixed-use properties delivered 2. Improved community spirit – qualitative	1. TDC/ ECC data 2. Perception Survey	Annual

The work to review the indicators highlighted several areas (such as footfall monitoring and public perception scores) where currently there is insufficient data or suitable quality information to inform outcome monitoring within Clacton. For example, where frequency of collection, small sample size or no data has ever been collected mean that base line data for the programme is insufficient as this time. In all cases data will be commissioned prior to the start of the programme to enable tracking and measure the true impact of the interventions (before and after data). In the case of footfall sensors, the baseline data will be

collected from May 2020 onwards using the newly installed Geo sensors (8 individual sensors installed across the town in key locations, including Pier Avenue). This new insight tool will provide detailed intelligence on connectivity within the town, including visitor numbers, journeys made, day and night visits and dwell time.

5.3 Approach

On the basis of the principle of proportionality mentioned above different levels of effort will be applied for monitoring and evaluation purposes of the project. The framework will use a combination of level 3 (highest effort) and level 2 (lower level effort) data sets dependant on the relative importance of the data in helping to understand the impact of the bid versus the effort required to complete the evaluation as indicated within the evaluation framework above.

The programme places heavy reliance on footfall data across all evaluations. Having considered the challenges that the High Street in Clacton faces as part of the logic model session, Elephant Wifi were commissioned to provide a smart footfall solution to significantly enhance understanding of Clacton high street vitality, movement patterns and usage of the streetscape (responding to issues of permeability), and growth of the high street and wider economy. In total eight sensors were purchased with a 12 month initial monitoring contract (to be reviewed following confirmation of FHSF grant award and projects to be taken forward) providing coverage across the sites identified in this bid as well as other key destinations in town centre, seafront and water glade retail parks.

Based on manufacturer guidance for optimal placement of sensors the project is using 100m range sensors on lamp posts which will provide a wide data source, capturing the greatest number of people in Clacton. This solution was selected over others on the market which use movement and shape recognition to detect movement in the area directly in front of the camera such as with springboard, which provide more limited data for analysis. However, those already in place within Clacton will form part of the wider evaluation process.

A budget of £15,000 per annum has been factored into the project costs from the 2021/22 financial year and will be used to fund the professional evaluation resources required to deliver the above programme.

6. Strategic Context

Given the scale of ambition it is essential to ensure that the bid aligns with wider local and national strategies and policies:

- Love Clacton Vision –vision co-produced by TDC and Tendring Community Working Group (private sector) to set the vision for the town centre in 2030 which informs the town centre transformation programme. See appendix 1a
- Tendring Economic Development Strategy – Appendix 11
- Tendring Local Plan - see link to [adopted Local Plan](#) and [emerging Local Plan](#)
- Tendring Community Safety Strategy – see [link](#)
- Local and National Transport Policy – informs transport priorities for the town centre, including local road and wider network priorities and responds to the active travel and sustainable transport agenda in response to COVID-19.
- Government Strategy for Town Centre Regeneration, including Future High Street Fund – policy aims to renew and reshape town centres in a way that improves the overall experience, drives growth and ensures future sustainability.
- [SELEP Local Industrial Strategy \(LIS\)](#) - sets out the partnership strategic opportunities for the area, identifying communities for the future and coastal catalyst as two key priorities.
- [North Essex Economic Strategy \(draft\)](#) –a two tier local authority response to the LIS which emphasises the development of a skilled and resilient workforce to support growth opportunities in North Essex.

The work delivers against the priorities set out within the UKs Industrial Strategy targeted at boosting productivity by supporting businesses to create good jobs and increasing the earning power of local people via investment in skills, industries and infrastructure. The South East Local Enterprise Partnership LIS identifies 'Communities for the Future' and 'Coastal Catalyst' as two of its key strategic objectives. This LIS identifies growth of the visitor economy and the creative and cultural tourism sectors; encouraging private sector investment and job growth and addressing congestion and reliability to deliver connected places as key components of the coastal strategy. It also recognises the need to address future skills and strategic workforce planning for construction as part of the communities for the future workstream. The SELEP fully endorses the bid which delivers against their priorities and aligns to the complimentary local North Essex Economic Strategy which aims to develop a skilled and resilient workforce able to contribute fully to North Essex's growth opportunities.

At a national level and post COVID-19 there is increasing urgency to focus on economic recovery and job creation, especially in areas' disproportionality hit by the pandemic. This programme seeks to improve high street and local community resilience in Clacton, by creating greater job opportunities through new business start-up units, kiosks and office accommodation and deliver new green infrastructure and sustainable transport infrastructure to improve health and wellbeing and support social distancing.

7. Long-Term Management Strategy

A Memorandum of Understanding has been established, to create a partnership forum to safeguard the long-term management of the place (see appendix 3b). This will ensure that all key parties play a key role in the stewardship of the town centre moving forward. The forum will work alongside the **Town Centre Business Partnership** to unlock further funding opportunities, seeking to develop a Business Improvement District Bid. Alongside this will sit a newly formed **Citizen's Assembly** which will take on a proactive role in monitoring the high street and ensuring its future sustainability and local appeal (in partnership with the existing Clacton Town Centre Ambassadors Group).

Clacton FHSH Bid Appendices:

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1a	Love Clacton 2030 Vision	3, 11, 35
1b	Town Centre Scheme Designs (design concept & drawings, Chetwoods)	4
1d	Clacton Vision - A Renewal for Economic Growth	-
1e	Option 3 Economic Appraisal	12, 22, 25
1f	Option 2 Economic Appraisal	25
1g	Key Plan - Infrastructure & Flow	2
1h	Key Plan - Spatial Plan & Flow	2
1i	Key Plan - Sites & Land Acquisitions	2, 4
1j	Spatial Masterplan	2
1k	Clacton Regeneration Summary Report (Full Report)	4, 13, 14, 26
1l	Engineering Diagram	4, 5, 6, 10
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	Analysis/Evidence Base - Section 2	
2a	TDC Housing Strategy 2019-2024	8, 27
2b	Clacton Town Centre Logic Model	5, 6, 9, 10, 11, 31, 33
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2d	HAT Workspace Feasibility Study (April 19)	9
2e	Tendring Economic Strategy	37
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2g	Tendring Retail Needs Study	26
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2n	TDC Clacton Car Parking Data	5

2o	Map of Clacton's Ground Floor Usage	2
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2r	Clacton - Infrastructure & Flow Plan	2
2s	Clacton Freeholds	4
2t	Highways / Transport / Green Infrastructure risk and considerations	11, 16

Governance/Evaluation - Section 3	
3a	Town Centre Project Plan
3b	Town Centre Governance Model/MOU
3c	Strategic Risk Register (including Highways technical risks)
3d	TFL Business Case Development Manual
3e	Clacton Town Centre Evaluation Framework
3f	Essex Housing Governance Process
3g	Essex Housing RAID Log
3h	Essex Housing Solution Design
3i	How has COVID-19 affected the Clacton FHSF Bid
3j	Evaluation Methodology Report
3k	ECC Recovery Advisory Board
3l	Highways project plan

Supporting Documentation - Section 4	
4a	Partnership Letters of Commitment (ECC, Active Essex, SELEP, NECCG, Business Community)
4b	Stakeholder Engagement Plan
4c	Clacton FHSF ECC PLT Pack
4d	ECC Strategic Business Case
4e	TDC Cabinet Paper
4f	Clacton Place 2030 Investment Proposition

	Reference Documentation - Section 5	
5a	COVID-19 & Towns Report	N/A
5b	Turning the Tide: Seaside Regeneration Report 2020	N/A
5c	Build Back Better, Grimsey COVID-19 Report	N/A
5d	What Businesses Need Post COVID Report	N/A



[Sent via the FHSF portal]

Ministry for Housing, Communities and Local Government - Future High Streets Fund Team

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Please ask for : Gary Guiver

30 July 2020

Our Ref : FHSF/MHCLG/2020

Your Ref :

Dear Sir or Madam,

Future High Streets Fund – Business Case for Clacton Town Centre

On behalf of Tendring District Council and Essex County Council, I am delighted to present you with the full business case submission to the government's Future High Street Fund in respect of Clacton Town Centre. I also thank you for giving the Council the opportunity to bid for this funding and for all the support, advice and assistance that colleagues at MHCLG have provided throughout the course of this process.

Clacton Town Centre is in a state of worrying decline with rapidly falling footfall and trade and increasing levels of local dissatisfaction. Safeguarding the town centre's economic future is matter of urgent priority and the Council has been working closely with local businesses and other stakeholders to come up with solutions. The opportunity for government assistance could not have come at a more pressing time.

Set against the backdrop of unprecedented (and rapid) changes in the way people access shops and services, inherent and long-standing social and economic weaknesses, high levels of deprivation amongst our communities and a limited appetite for private sector investment and intervention, there is an overwhelming case for a significant public-sector intervention to bring about much needed transformational changes. As you will of course appreciate, the impacts of the COVID-19 coronavirus pandemic has only served to accelerate the rate of decline and add further urgency to the case for a radical intervention.

The government's recognition of the plight of town centres in setting up the Future High Street Fund comes at a critical time, as does its recognition of the particular problems facing coastal communities like Clacton and the need to 'level up' the economy to bring opportunities for economic growth to some of the country's more deprived areas. The Council was therefore

delighted that Clacton Town Centre was shortlisted for the Future High Streets Fund and has carefully utilised the capacity funding alongside its own resources, working closely with the experts in Essex County Council and private consultancies, to develop what we believe is a strong and compelling case for £24.44million of government assistance which, alongside £22.8million of local public and private co-funding, can bring about the level of transformation which is desperately needed, and for which the Future High Streets Fund was designed.

The proposal for Clacton Town Centre is based on a vision for the future of the area developed through positive engagement with local businesses and stakeholders and which is supported by residents – as demonstrated through recent consultation efforts and letters of support. Having considered different options, the proposal is focussed on two sites (Electric Parade and Carnarvon Towers) in strategically important locations that are the key to unlocking inherent and long-standing physical and structural constraints which have long limited the town centre's accessibility, legibility and potential to diversify and grow. Together, the proposals will deliver:

- 181 new homes which will help address local housing shortages and support round-the-clock footfall and surveillance in the town centre.
- 3,650 square metres of new employment space with the potential to accommodate much needed 'maker space' for local businesses to establish, diversify and expand to fill gaps in the town centre's offer and create over 1,500 new jobs.
- 1,850 square metres of space for public sector services including a new state-of-the-art public library, adult learning centre and potential for the relocation of public-sector jobs to re-enforce the town's centre's role as a hub of community activity and to support the economy and residents' life chances as a means of reversing current issues of deprivation.
- Various improvements to the public realm including space for walking, cycling and green infrastructure which will give the town centre a unique and much improved environment for visitors and residents, and provide a positive response to the climate emergency by increasing greenery and supporting sustainable transport modes. These improvements will be facilitated by the rationalisation of the town centre's sporadic and confusing car parking arrangements with the construction of strategically located multi-storey car parks on each of the key sites - located and designed to best serve the functions of the re-modelled town centre, enable better management of traffic and enable on-street space to be freed up for pedestrian, cycle and public transport access to be prioritised whilst providing the infrastructure (such as charging facilities) to meet the future needs of motorists with the emergence of cleaner electric and hybrid vehicles firmly in mind.

The costs and benefits of the proposals have been carefully appraised by expert consultants following the government's Green Book approach, taking into account the helpful advice and guidance of colleagues at MHCLG. It is estimated that the proposals deliver an overall public benefit of £82.83million and a benefits to cost ratio (BCR) of 2.43. I hope that the government will agree that the investment being sought would bring about considerable benefits to the economy and to the community that will justify an award of much-needed public funding.

The rejuvenation of Clacton Town Centre is a key element of the Council's wider programme of measures aimed at supporting economic growth and tackling deprivation in Clacton in line with its Economic Strategy and emerging planning framework. A successful intervention through the Future High Streets Fund would have a significant catalytic effect, not just on the fortunes and perceptions of the town centre itself, but on the opportunities for improving social and economic conditions for the wider town and its communities.

The Council is engaged in a variety of discussions with the government and its statutory agencies, at both political and officer level, on the much needed regeneration of Jaywick Sands (the number one most deprived area in the country), the opportunities for public sector relocation to support economic growth in the town (the 'Clacton Place' project) and measures to help accelerate housing development through infrastructure funding and other means in the face of difficult housing market conditions – both in Clacton itself and working with neighbouring authorities through the North Essex Garden Communities programme. We are therefore very positive about working constructively with the government and other partners to deliver outcomes that meet with national imperatives as well as bringing about positive local outcomes that meet with the aspirations of residents and businesses.

The Future High Streets Fund provides Clacton Town Centre with a once in a lifetime opportunity to once and for all deliver the changes that will enable it to have a sustainable and adaptable future whilst helping tackle the socio-economic issues facing the wider town and restoring a sense of pride amongst our communities. I therefore strongly commend this proposal to government and my Council along with its residents and businesses urge, with a high level of hope and anticipation, that the funding will be awarded.

If you have any questions about the content of the Council's submission, please do not hesitate to contact me on the above details and my colleagues, partners and I would be more than happy to advise and assist.

I look forward, with great optimism, to positive news about funding for Clacton Town Centre.

Yours sincerely



Gary Guiver

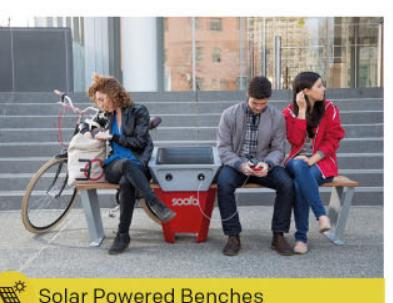
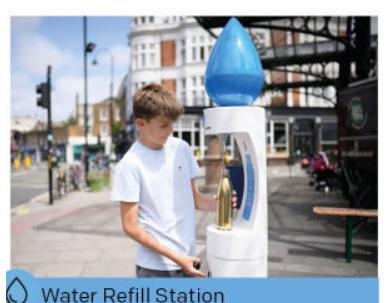
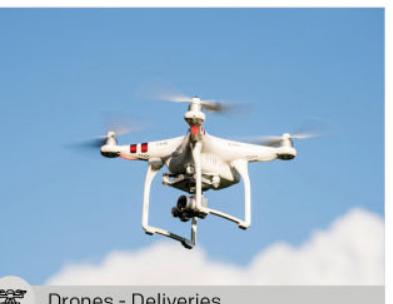
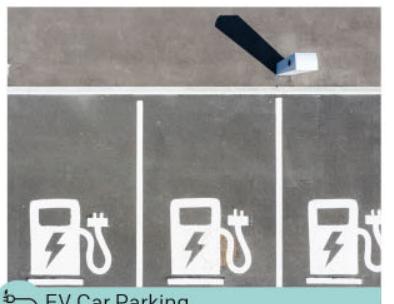
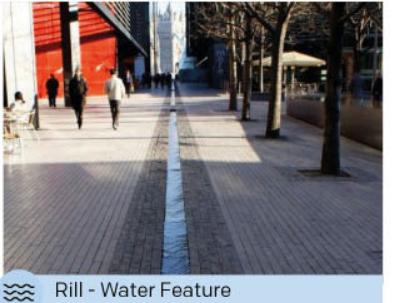
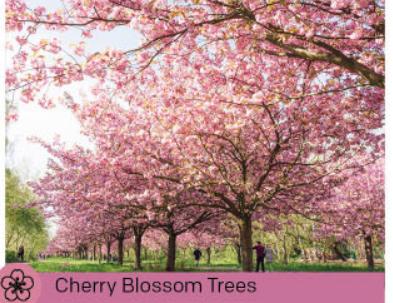
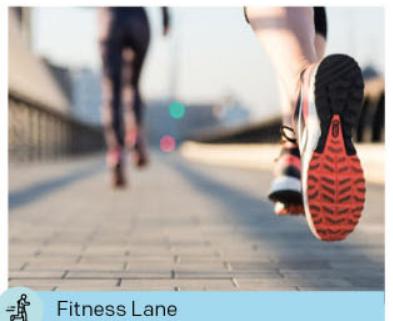
**Assistant Director of Strategic Planning and Place
Tendring District Council**



11.05.2020

4736 - Clacton Town Centre
Artist Impressions

Aerial View



Carnarvon Towers



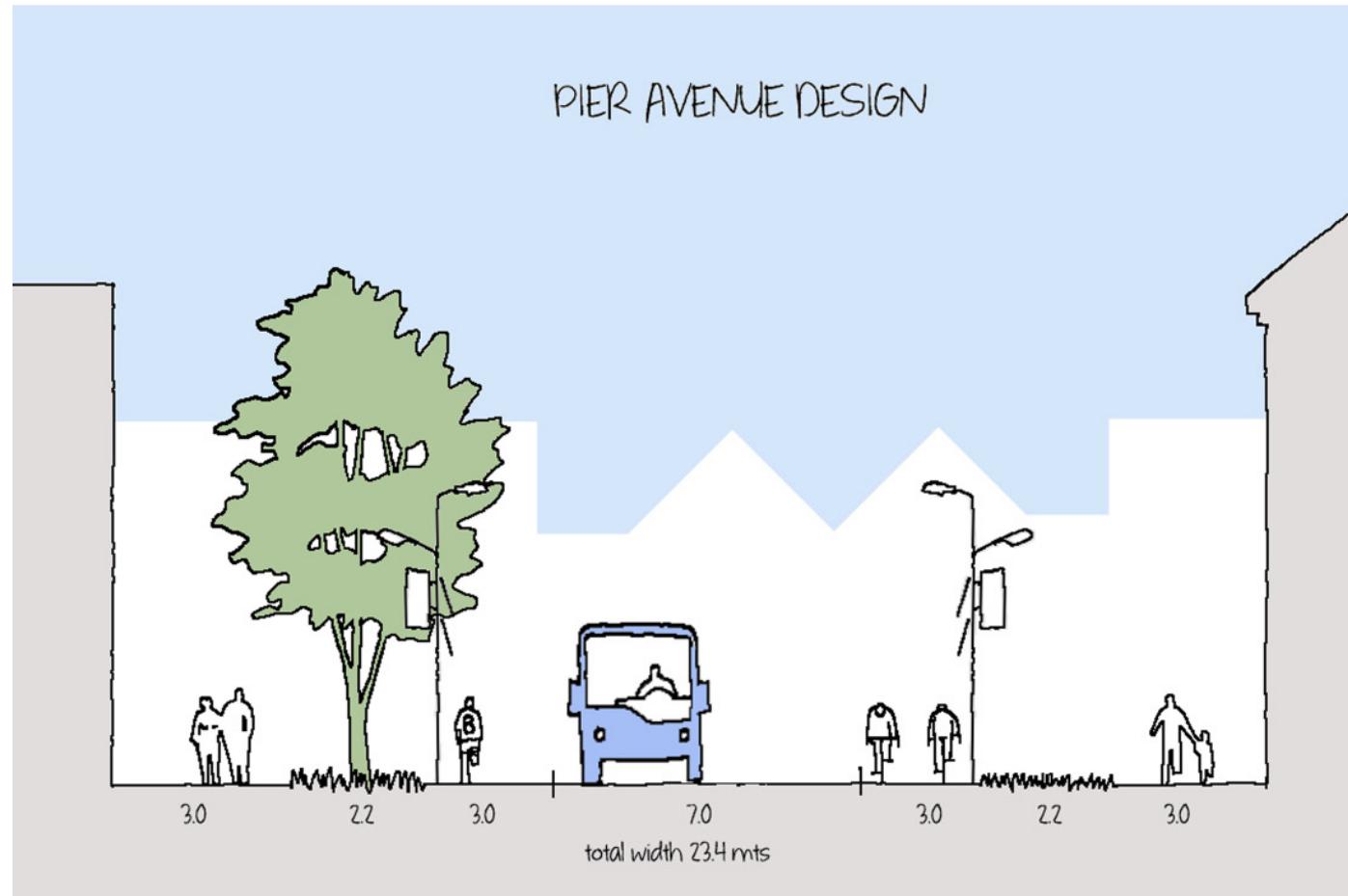
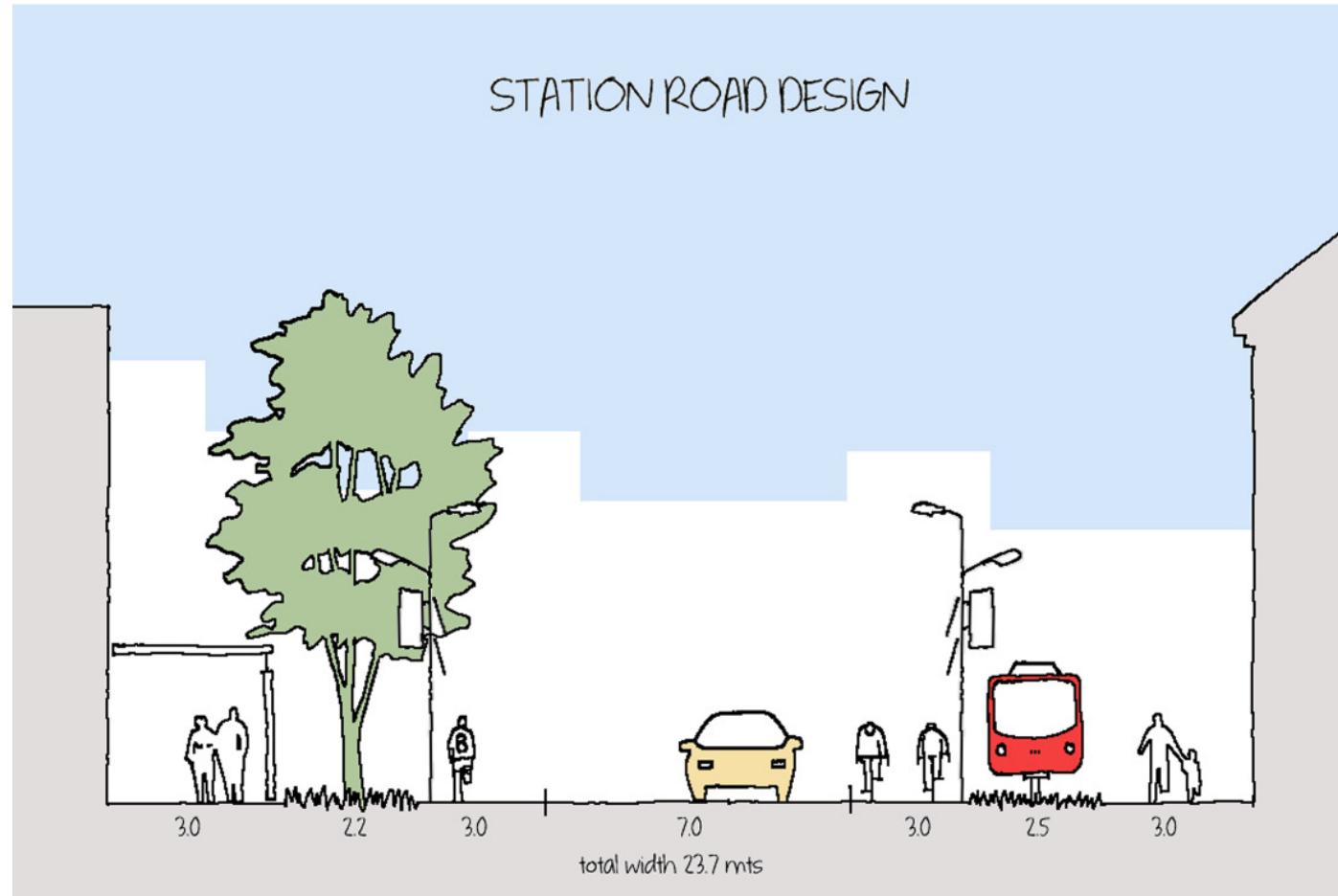
Electric Parade



Savoy Place



Sections through proposed public realm



3.1.14

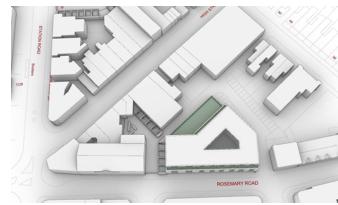
When cyclists moving in the same direction and need to overtake each other, or wish to cycle side-by-side, at least 0.5m clearance between dynamic envelopes is required for them to do so comfortably and safely. Based on the dynamic envelope of 1.0m, this would mean that an effective width of 2.5m is required to permit safe overtaking or social cycling. A width of 2m allows these activities with care, preferably at slower speeds. It should be noted that, with a lane or track width of 2.5m, many non-standard cycles cannot overtake or cannot be overtaken without difficulty.



At least 3m width needed for comfortable two-way cycling
Cable Street, Tower Hamlets

3.1.15

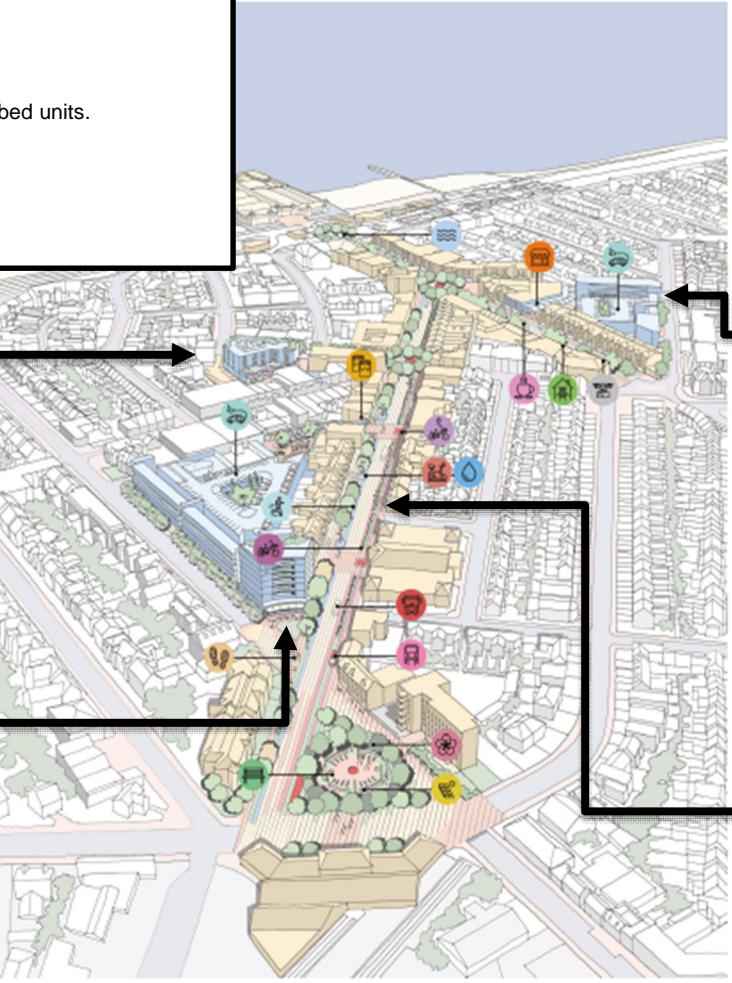
When cyclists are moving in opposing directions, there is an added risk of head-on collisions, and at least 1.0m clearance is recommended. This gives rise to a desirable minimum width requirement of 3.0m for two-way tracks.



SAVOY PLACE

Development of a mixed-use residential and entertainment venue, bringing the derelict Savoy Theatre site and derelict land back into functional use.

- 12,500 sq ft retail space
- 27,000 sq ft residential space, 34 mix of 1 and 2 bed units.
- 8 start-up business spaces
- Refurbished Community arts venue



CARNARVON TOWERS

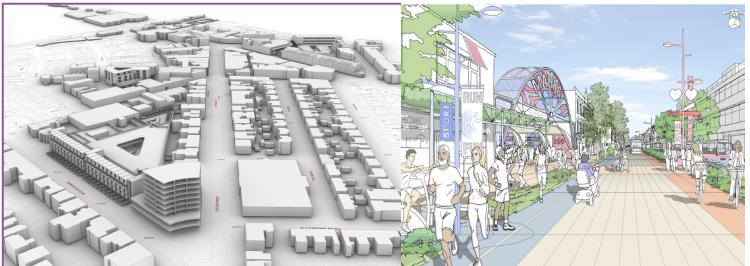
Public sector hub, including new Adult Community Learning and a flagship library providing a visible and accessible route into learning and employment

New community space built into the development, allowing residents new and old a space to come together for clubs, activities etc. to stimulate a new sense of community ownership.

28 street food and/or maker-space kiosks in an area of formerly unused land, extending the attraction of the town centre and creating a second 'hub'.

129 residential units including 70 social housing mixed with high-quality private sale to create a balanced community.

Enhanced multi-story car park with 300 spaces including electric charging infrastructure.



ELECTRIC PARADE

Commercial development in the heart of a core retail area – replacing a single large retail unit with up to 30 units to accommodate Micro and Small businesses including start-ups, supporting the COVID-19 recovery.

52 high-quality residential units for market sale, introducing homes to a predominantly commercial area providing a new local base to stimulate a Night Time Economy as well as increased passive surveillance for public safety.

200 new car parking spaces, including electric charging infrastructure, enabling the removal of on-street car parking in favour of walk/cycle and public realm improvement without impacting businesses.

Enhanced public realm to encourage dwell, attract new visitors to the town and enhance civic and business pride.

Environment and Transport Interventions

A green corridor from the train station to the sea-front, transforming the built environment from the existing concrete jungle to a climate-change ready town as well as providing new walking and cycle connections for residents and visitors.

New segregated cycle lane linking station and seafront via Town Centre

Re-provision of car parking from on-street to multi story car parks opening up streets for pedestrians, cycles and green infrastructure

New public performance space and enhanced public realm infrastructure in Pier Avenue.

Closure of High Street and Lower Pier Avenue to vehicle traffic

