

**Core Strategy Development Plan Document**

Stage 1

Consultation on alternative approaches to  
delivering strategic objectives



southend on sea  
local development framework

delivering regeneration and growth

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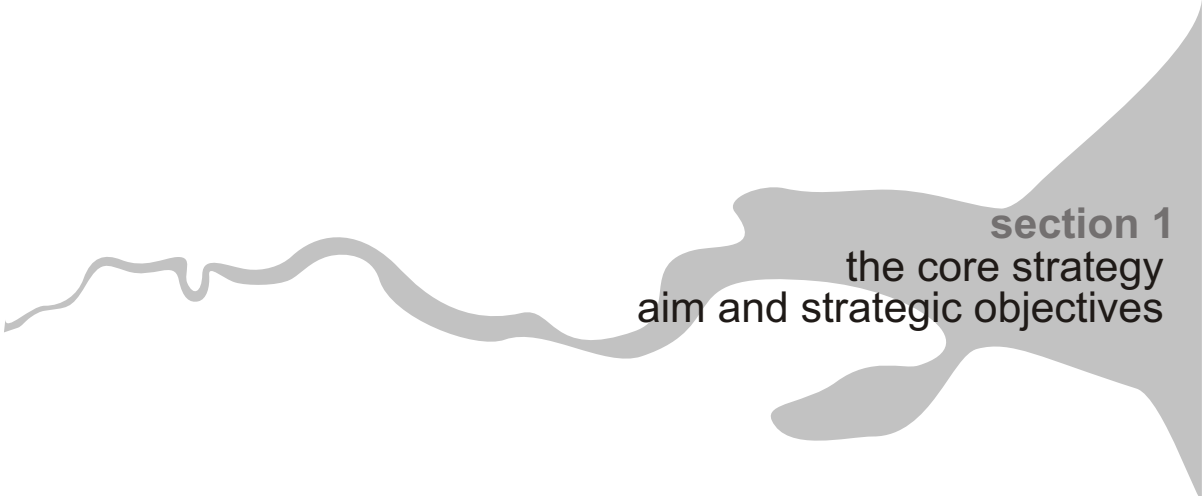
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A factual schedule of those Borough Local Plan policies which are replaced either in whole or in part by the policies in this Core Strategy DPD, together with those policies which will continue to be saved as part of the Development Plan for the Borough until such time they in turn are replaced by subsequent DPDs, will be produced following the outcome of the initial consultation on the Core Strategy.



**section 1**  
the core strategy  
aim and strategic objectives

## Section 1: The Core Strategy – Aim and Strategic Objectives

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- 1.1 Southend-on-Sea is active in the Government's Thames Gateway regeneration project, a national and regional priority for regeneration and growth as set out in existing and emerging national and regional policy. The Draft Regional Spatial Strategy for the East of England (RSS14) introduces specific guidance for the Thames Gateway South Essex sub-region to deliver regeneration in a manner specific to the needs and requirements of the local area. The central requirements are to achieve employment led regeneration, wealth creation and growth across the sub-region, whilst maintaining a sustainable balance between jobs and housing in the future.
- 1.2 Within Southend this translates into a strategic policy requirement to deliver 13,000 net additional jobs and 6,000 net additional dwellings in the period 2001 to 2021. Phasing mechanisms within these policies provide for an assessment of whether this balance is being achieved during the plan period. A step change in the provision of transport infrastructure and accessibility is recognised as a precondition for achieving regeneration and additional development, and a phased programme for priority investment is set out in Policy TGSE3: Transport Infrastructure in RSS14. It is also essential that improvements to social infrastructure are put in place before and in parallel with new development. This includes promoting development which contributes to the delivery of health care strategies and social and education plans (including School Organisation Plans) and in line with Core Policy CP6: 'Community Infrastructure' in this Core Strategy
- 1.3 The approach to regeneration and growth in the Thames Gateway at national, regional and sub-regional level, working in partnership, is to focus resources in more localised 'Zones of Change and Influence'. These are areas where there are greater opportunities and/or need for regeneration and growth. Within Thames Gateway South Essex (TGSE), the broad location, scale and nature of regeneration and growth have been established, based on securing the development of three complementary regeneration hubs and associated zones of change and influence. This includes Southend as a cultural and intellectual hub and a higher education centre of excellence. This approach will also contribute to delivery of the Regional Economic Strategy prepared by the East of England Development Agency.
- 1.4 In parallel, the Southend Local Strategic Partnership has prepared 'Southend Together', the Community Plan for the Borough. Based on three over-riding principles – sustainable development, equality of opportunity and social inclusion – the 'Southend Together' Community Plan seeks to pursue seven ambitions for the town:
  - I. a prosperous local economy

- II. improved transport and infrastructure, and a quality environment
  - III. a cultural capital of the East of England
  - IV. opportunities for learning for all and a highly skilled workforce
  - V. improved health and well-being
  - VI. reduction in crime, disorder and offending, and
  - VII. better life chances for vulnerable people.
- 1.5 There is significant synergy between these ambitions and the requirements of, and approach to, regeneration in Thames Gateway South Essex outlined above.
- 1.6 To meet the opportunities and challenges presented by the regeneration of Thames Gateway and the priorities identified by 'Southend Together', the Borough Council has, in association with its partner organisations and agencies, in particular the Thames Gateway South Essex Partnership, adopted the following Aim and set of Strategic Objectives. These provide a firm basis for the core strategy, policies and proposals that follow, and which seek to be a key means of implementing these objectives and priorities.

#### The Aim

To secure a major refocus of function and the long term sustainability of Southend as a significant urban area which serves local people and the Thames Gateway

To do this there is a need to release the potential of Southend's land and buildings to achieve measurable improvements in the town's economic prosperity, transportation networks, infrastructure and facilities; and the quality of life of all its citizens. This will include safeguarding and improving the standards of the town's amenities and improving the quality of the natural and built environment.

#### Strategic Objectives

- SO1 Deliver employment led regeneration, wealth creation and growth across the Thames Gateway South Essex sub-region
- SO2 Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence
- SO3 Create and maintain a balance between employment and housing growth in the future
- SO4 Secure sustainable regeneration and growth focused on the urban area
- SO5 Provide for not less than 13,000 net additional jobs in the period 2001 to 2021 within Southend on Sea

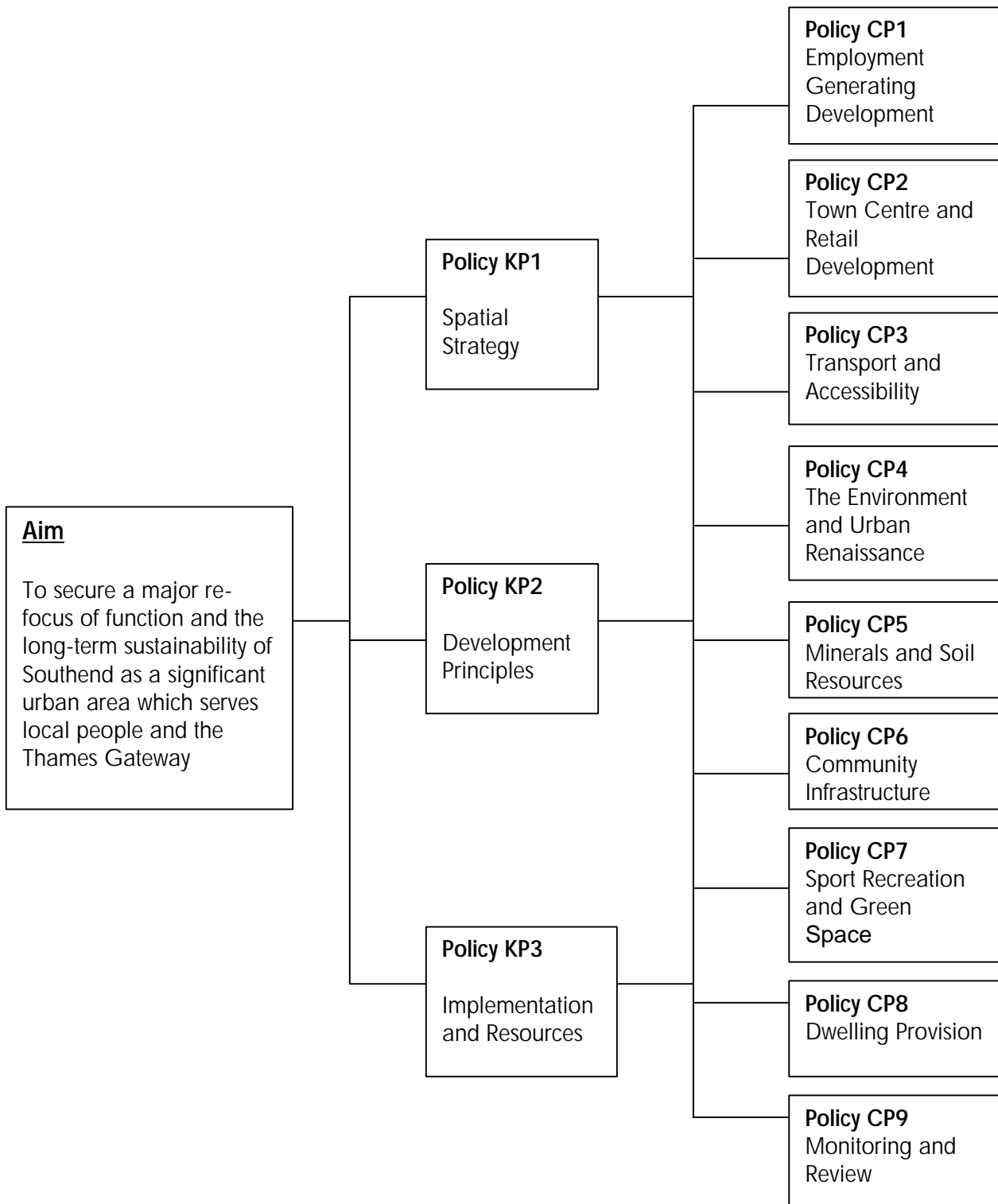
- SO6 Provide for 6,000 net additional dwellings in the period 2001 to 2021 within Southend on Sea
  - SO7 Target future dwelling provision to meet the needs of local people including the provision of affordable housing
  - SO8 Secure a thriving, vibrant and attractive town centre and network of district and local centres
  - SO9 Secure a step change in the provision of transport infrastructure and accessibility as a precondition for additional development
  - SO10 Maximise the effectiveness and integration of key transport corridors and interchanges as a principal focus for development in the urban area
  - SO11 Secure the best use of the River Thames and its Estuary as an asset for transport, leisure and business
  - SO12 Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community
  - SO13 Deliver high quality urban and natural environments based on the principles of urban renaissance, design excellence, and the safeguarding and enhancement of existing character and scale where appropriate
  - SO14 Protect, manage and optimise the benefits of the town's historic and natural environment and assets, including where appropriate the beneficial long term use of land that is contaminated or otherwise degraded
  - SO15 Contribute to the creation of a 'Green Grid' of high quality, linked and publicly accessible open spaces across the sub-region
  - SO16 Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies
- 1.7 The role of this Core Strategy is to provide clarity about what the Council will require of new development, and to ensure that the right development comes forward in the right place and at the right time to deliver the Aim and Strategic Objectives. As such it will be used as a basis for guiding the investment decisions of the public and private sectors over the next decade and beyond.
- 1.8 The mechanisms for delivering the plan's policies and proposals are many and varied, involving a wide range of private, public, voluntary and other agencies, companies and individuals, together or separately. To remove all doubt as to what is required of new development, the Aim and Strategic Objectives have been translated into three over-arching Key Policies (see

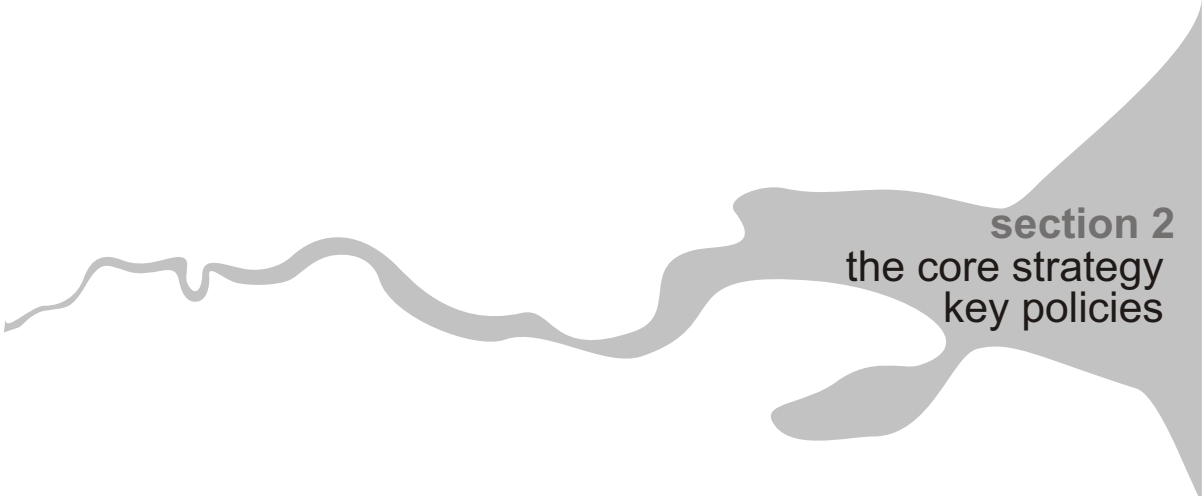


Section 2) dealing with the broad spatial, development and implementation principles with which all new development must accord.

- 1.9 These Key Policies are supported by nine Core Policies (see Sections 3 - 11) based on more specific spatial and development principles to promote and facilitate what the Council is seeking to achieve from development and investment activity in the town.
- 1.10 The Core Policies provide a clear, robust strategic land use planning framework for Southend in the context provided by national, regional and strategic policy and objectives. Some have clear spatial/land implications, whilst others are expressed in terms of the overall approach the Council will take to new initiatives, investment decisions and development opportunities.
- 1.11 In implementing these Core Policies, there will be a need for the Borough Council to be bold, visionary, take the lead on contentious issues, and find imaginative ways of funding projects and initiatives as well as playing an active role in challenging national policy through lobbying where appropriate.
- 1.12 For development control purposes, and where necessary and appropriate, the policies in this Core Strategy will be supported by saved policies from the adopted Southend-on-Sea Borough Local Plan until such time as they are replaced by new development plan policies.
- 1.13 The relationship between the overall Aim of the Core Strategy and the supporting policies is illustrated in Figure 1.

**Figure 1:** Diagram Of Relationship Between The Overall Aim Of The Core Strategy And The Supporting Policies





**section 2**  
the core strategy  
key policies

## Section 2: Core Strategy - Key Policies

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### 2(i) Key Spatial Strategy Policy

#### Strategic Objectives

- SO2. Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence
- SO3. Create and maintain a balance between employment and housing growth in the future
- SO4. Secure sustainable regeneration and growth focused on the urban area
- SO5. Provide for not less than 13,000 net additional jobs in the period 2001 to 2021 within Southend on Sea
- SO6. Provide for 6,000 net additional dwellings in the period 2001 to 2021 within Southend on Sea
- SO8. Secure a thriving, vibrant and attractive town centre and network of district and local centres
- SO9. Secure a step change in the provision of transport infrastructure and accessibility as a precondition for additional development
- SO10. Maximise the effectiveness and integration of key transport corridors and interchanges as a principle focus for development in the urban area
- SO11. Secure the best use of the River Thames and its Estuary as an asset for transport, leisure and business
- SO12. Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community

#### Strategic Approach

- 2.1 The proposed approach seeks to maximise the town's strengths and opportunities by focusing the majority of growth and regeneration on key regeneration areas, in particularly the Town Centre, Seafront and existing commercial/industrial areas. At the same time, it seeks to protect the town's natural resources and residential amenities from inappropriate or over-development by accommodating a proportion of the required growth on previously developed land on the urban fringe, notably the area known as New Ranges in Shoeburyness which is itself a major regeneration opportunity. Care will need to be taken in areas at risk from flooding, a

consideration of growing concern in the light of the potential effects of global warming and increased development within floodplains.

- 2.2 Proposed Key Policy KP1: "Spatial Strategy" seeks, therefore, to deliver a distribution of investment and development based on the following approach:
- I. A town centre renewal package with an emphasis on refocusing of retail opportunities, a major expansion of town centre housing, expansion of education/'lifelong learning', culture and leisure provision, including the strengthening of Southend's position as a 'University Town' and renaissance of the sea frontage, and integration with public transport interchanges
  - II. Reinforcing and restructuring Southend's industrial /commercial areas and economic base, with a particular focus on sub-regionally and locally significant sectoral strengths and clusters
  - III. Realising the full potential of land at Shoeburyness in association with the development of improved transport corridors
  - IV. Maximising the potential for higher density, mixed use development in urban centres and at key transport interchanges, and maintaining a Green Belt around the existing and proposed urban area
  - V. Reducing and preventing flood risk through controlling the nature, location lay-out and design of development within all areas of the Borough at risk of either fluvial (water course) or tidal (coastal) flooding, and through providing for appropriate sea defences as part of a comprehensive shoreline management strategy

#### Policy KP1: Spatial Strategy

As a principal basis for sustainable development in the town, development and investment will be expected to build on and contribute to the effectiveness and integration of the key transport corridors and interchanges. In addition, the primary focus of regeneration and growth within Southend will be in:

1. Southend Town Centre and Central Area – including regenerating the existing town centre, led by the development of the University campus, to secure a full range of quality sub-regional services and providing 6,500 new jobs and 1,650 additional homes, and the upgrading of strategic and local passenger transport accessibility, including development of Southend Central and Southend Victoria Stations as strategic transport interchanges and related travel centres
2. Seafront - including the regeneration of the Seafront's role as a successful leisure and tourist attraction and place to live, and

making the best use of the River Thames. Appropriate sea defences will be provided as part of a comprehensive shoreline management strategy

3. Shoeburyness – including the development of major mixed use sites at Shoeburyness New Ranges, providing 3,000 new jobs consolidating R&D strengths on a ‘high-tech’ business park and 1,400 additional dwellings, linked to improved access
4. Priority Urban Areas including:
  - a. The District Centres of Westcliff (Hamlet Court Road) and Leigh (Leigh Broadway, Elm Road and Rectory Grove), and the West Road/Ness Road shopping area of Shoebury
  - b. Existing industrial and commercial areas

Improvements in transport infrastructure and accessibility will be a precondition for additional development.

A Green Belt will be maintained around the urban area. Within flood risk areas, all development proposals should be accompanied by a flood risk assessment appropriate to the scale and nature of the development and the risk.

## Strategic Alternatives

- 2.3 An alternative to this approach could be to focus all additional growth in the existing urban area. This would require significantly higher densities across the whole Borough rather than just within more appropriate locations such as district centres. It would also require the allocation of land in less developed areas of the town, such as areas of open space/allotments etc, for residential and employment uses. Established residential and commercial areas such as Leigh, Westcliff and Thorpe Bay would therefore need to see increased levels of development and re-development, together with higher densities and levels of employment and housing activity, throughout in order to achieve this.
- 2.4 There is also potential to direct regeneration and growth to the urban fringes, maximising use of the green field land currently included within the Green Belt. This approach would focus short term growth on the New Ranges land at Shoeburyness, and redefine the Green Belt boundary in the north of the Borough to release safeguarded land to meet the medium to long term additional growth requirements. In the medium to longer term, therefore, planned peripheral development to the north of Eastern Avenue, Royal Artillery Way and/or Bournes Green Chase would be likely to be required, with a significant drawing back of the Green Belt boundary in the north and north eastern parts of the Borough.

## 2(ii) Key Development Principles Policy

### Strategic Objectives

- SO2. Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence
- SO4. Secure sustainable regeneration and growth focused on the urban area
- SO9. Secure a step change in the provision of transport infrastructure and accessibility as a precondition for additional development
- SO10. Maximise the effectiveness and integration of key transport corridors and interchanges as a principle focus for development in the urban area
- SO13. Deliver high quality urban and natural environments based on the principles of urban renaissance, design excellence, and the safeguarding and enhancement of existing character and scale where appropriate
- SO14. Protect, manage and optimise the benefits of the town's historic and natural environment and assets, including where appropriate the beneficial long term use of land that is contaminated or otherwise degraded

### Strategic Approach to Development

- 2.5 The Spatial Strategy provides a platform on which to base regeneration and growth in the town. However, concentrating development in urban areas like Southend requires careful consideration. Building more into a small area could damage the town and its environment, resulting in the loss of vital open spaces, increased congestion and putting services under strain.
- 2.6 This Council has a commitment to mainstream 'sustainability' and the principles of 'Urban Renaissance' within all its decision making. In so doing it also recognises that sustainable development is not simply an ecological process but one that involves social and economic dimensions. Urban Renaissance is about creating a quality of life that makes living in the town desirable – that includes quality development, making better use of land and energy, and increasing the sense of community. Development and investment in Southend must contribute to creating quality urban environments where there is a diversity of activity, ease of access for everyone to a range of opportunities, and high quality urban design providing local identity and safe environments.

## Policy KP2: Development Principles

All new development, including transport infrastructure, should contribute to economic, social and physical regeneration in a sustainable way throughout the Thames Gateway Area, and to the regeneration of Southend's primary role within Thames Gateway as a cultural and intellectual hub and a higher education centre of excellence.

This must be achieved in ways which:

1. do not compromise the Borough Council's Strategic Objectives;
2. make the best use of previously developed land and existing buildings;
3. apply a sequential approach to the location of development;
4. do not place a damaging burden on existing infrastructure;
5. are within the capacity of the urban area in terms of the services and amenities available to the local community
6. secure improvements to transport networks, infrastructure and facilities;
7. promote improved and sustainable modes of travel;
8. respect the natural and historic environment;
9. secure improvements to the urban environment through quality design;
10. respect the character and scale of the existing neighbourhood where appropriate; and
11. include appropriate measures in design, layout, operation and materials to achieve energy reduction, including the principles of 'sustainable drainage', and the use of renewable and recycled resources.

## Strategic Alternatives

- 2.7 Proposed Key Policy KP2: "Development Principles" seeks to provide the development framework for delivering the spatial strategy based on these principles. They are considered essential for the delivery of Sustainable Development and Urban Renaissance in Southend. Alternative approaches are not therefore put forward. However, comments and views on how the policy can be reinforced and made more effective are welcomed.



## 2(iii) Key Implementation and Resources Policy

### Strategic Objectives

- SO1. Deliver employment led regeneration, wealth creation and growth across the Thames Gateway South Essex sub-region
- SO5. Provide for not less than 13,000 net additional jobs in the period 2001 to 2021 within Southend on Sea
- SO6. Provide for 6,000 net additional dwellings in the period 2001 to 2021 within Southend on Sea
- SO9. Secure a step change in the provision of transport infrastructure and accessibility as a precondition for additional development
- SO12. Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community
- SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach to Delivery

- 2.8 The successful delivery of the Strategic Objectives, Spatial Strategy, and the regeneration of the town and Thames Gateway as a whole will depend on how effectively the provisions of the Core Strategy can be delivered.
- 2.9 Many of the Plan's policies and proposals will be implemented through the development control process of considering planning applications and seeking developer contributions towards the provision of infrastructure related to the development proposed. However, this will not in itself achieve the Aim and Strategic Objectives of the Plan to regenerate Southend. It will be essential to ensure that adequate resources and the right business and market conditions are put into place to maximise the potential of the land and buildings in the town and to bring forward investment and the provision of quality development in its desired form.
- 2.10 This can only be achieved by maximising all funding opportunities and through such initiatives as partnership arrangements with private companies, and with public, voluntary and other agencies, to harness knowledge and expertise, and pool resources; the assembly of 'clean' sites to facilitate development; and positive and effective marketing of the town's facilities and opportunities to create a positive image and act as a catalyst for regeneration and growth.

- 2.11 It will also be essential that developers and investors have additional clear guidance for key areas of opportunity and growth, which set and prioritise development objectives, specify phasing, co-ordinate requirements for new infrastructure and services, and identify broad planning obligations that will be expected. More detailed guidance will also be required to elaborate upon the policy and proposals in this plan particularly with regard to design guidance, planning obligations and vehicle parking standards.

Policy KP3: Implementation and Resources

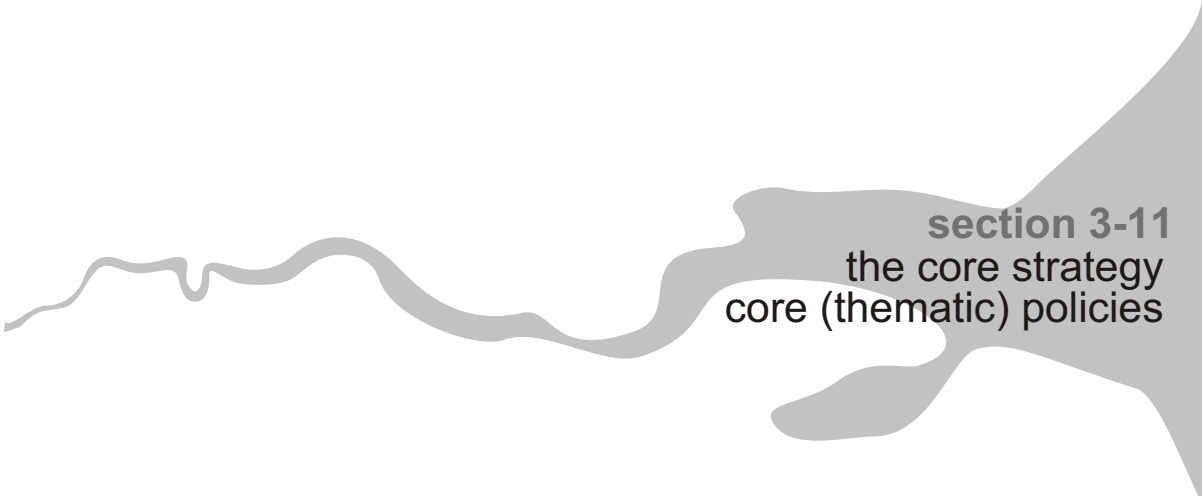
In order to help the delivery of the Plan's provisions the Borough Council will:

1. prepare Area Action Plans and Supplementary Planning Documents to ensure development of an appropriate scale, mix and quality for key areas of opportunity and change, including:
  - a. The Town Centre;
  - b. Southend Seafront; and
  - c. Shoeburyness New Ranges
2. require developers to enter into planning obligations to carry out works or contribute towards the provision of infrastructure and transportation measures required as a consequence of the development proposed. This includes provisions such as;
  - a. roads , sewers, servicing facilities and car parking,
  - b. improvements to cycling, walking and passenger transport facilities and services,
  - c. affordable housing
  - d. educational facilities,
  - e. open space, recreational, sport or other community development, environmental enhancements,
  - f. the provision of public art.
3. prepare Development Plan and Supplementary Planning Documents, where appropriate, to elaborate upon the policies and proposals in this plan, including more detailed guidance on:
  - a. how developer contributions will be calculated
  - b. achieving design excellence in all new development
  - c. standards for vehicle parking and associated travel plans
  - d. greenways and cycle ways
4. require all development to have regard to, and in appropriate cases contribute to the delivery of, the Southend on Sea Local Transport Plan and its reviews
5. consider the development or use of its own land holdings or the acquisition and management of additional land, where necessary in partnership with the private sector, to bring sites forward for development;

6. seek to use compulsory purchase powers in appropriate circumstances in order to assemble land to enable key development schemes and/or improvements to infrastructure to proceed;
7. ensure that those planning applications involving employment generating development, particularly those which build on existing sectoral strengths and create a new enterprise culture based on knowledge creation and technology transfer, are dealt with expeditiously and within Government Best Value targets.

### Strategic Alternatives

2.12 The development principles set out in Proposed Key Policy KP3 are considered essential for the delivery of Sustainable Development and Urban Renaissance in Southend. Alternative approaches are not therefore put forward. However, comments and views on how the policy can be reinforced and made more effective are welcomed.



**section 3-11**  
the core strategy  
core (thematic) policies

## Section 3 – Employment Generating Development

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### Strategic Objectives

- SO1. Deliver employment led regeneration, wealth creation and growth across the Thames Gateway South Essex sub-region
- SO2. Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence
- SO5. Provide for not less than 13,000 net additional jobs in the period 2001 to 2021 within Southend on Sea
- SO8. Secure a thriving, vibrant and attractive town centre and network of district and local centre
- SO11. Secure the best use of the River Thames and its Estuary as an asset for transport, leisure and business
- SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach

- 3.1 To deliver job-led regeneration and growth, and in particular 13,000 net additional jobs during the period 2001 to 2021, there is a clear requirement to protect and enhance existing, and make provision for new, employment land and premises.
- 3.2 Sustainable economic prosperity will depend on building on existing strengths and seizing new opportunities. This includes maximising the contribution of existing employment areas, the Town Centre and Seafront 'zones of change' and other 'Priority Urban Areas', as well as 'Key Employment Sites', and helping businesses to grow locally.
- 3.3 Land is a scarce resource and the Borough Council will be firm in making sure proper use is made of land and buildings in Southend to provide for the needs of all sectors of the economy. It is essential to create new jobs and protect existing ones for local people. This will be the focus when considering the use of land and buildings within the town.
- 3.4 Proposed Core Policy CP1: "Employment Generating Development" seeks, therefore, to deliver a distribution of investment and development based on the following approach.
  - I. Reinforce and restructure Southend's industrial areas and economic base

- II. Support the provision of incubator units, 'grow-on' space and larger facilities for new and established businesses
- III. Ensure that the area is well connected to the information and communications technology network in order to take advantage of the opportunities for attracting high tech industries to the town
- IV. Secure the physical infrastructure needed to maximise the town's role as the cultural and intellectual hub and centre of education excellence in the Thames Gateway and the impact of the new Higher Education/University campus as a driver for both economic and community regeneration
- V. Maximise the role of the Town Centre as a catalyst in the town's regeneration through the implementation of a town centre renewal package with emphasis on refocusing of retail opportunities, a major expansion of town centre housing and an expansion of the town's leisure and cultural provision, including the renaissance of the sea frontage
- VI. Secure a vibrant and well served culture and tourism industry within the town, including the consideration of promoting and developing the town as a Hotel, Conference and Casino Resort with high quality hotels and associated facilities, providing broad-based leisure and tourism facilities
- VII. Support the future potential of London Southend Airport as a key driver for economic development
- VIII. Secure the best use of the River Thames as an asset for transport, leisure and business
- IX. Realise the full potential of land at Shoeburyness New Ranges in association with improved transport access
- X. Harness Southend's existing entrepreneurial culture, build on existing sectoral strengths such as tourism and culture, and promote the growth of related technology and knowledge based industries, including those related to environmental technologies

## Policy CP1: Employment Generating Development

Provision is made for not less than 5,000 net additional jobs by 2011, 9,000 by 2016 and not less than 13,000 net additional jobs by 2021, distributed as follows:

	2001-2011	2011-2016	2016-2021	2001-2021
Town Centre and Central Area	3,000	1,500	2,000	6,500
Shoeburyness (New Ranges)	500	1,000	1,500	3,000
Seafront	150	100		250
Priority Urban Areas*	850	650	250	1,750
Intensification	500	750	250	1,500
<b>TOTAL</b>	<b>5,000</b>	<b>4,000</b>	<b>4,000</b>	<b>13,000</b>
Per annum	(500)	(800)	(400)	(650)

\* Priority Urban Areas also include the town's existing industrial estates/employment areas

Development proposals involving employment must contribute to the creation and retention of a wide range of jobs, educational and re-skilling opportunities.

Permission will not normally be granted for development proposals that involve the loss of existing employment land and premises unless it can be clearly demonstrated that the proposal will contribute to the objective for job-led regeneration in other ways, including significant enhancement of the environment, amenity and condition of the local area.

To promote economic regeneration, development will be expected to:

1. enhance the town's role as a cultural and intellectual hub, a higher education centre of excellence, visitor destination and cultural centre;
2. provide for the development and growth of appropriate technology and knowledge based industries, including the provision of business innovation/incubator centres with linkages to HE and University facilities;
3. improve opportunities for small and medium enterprises in all economic sectors, especially those reflecting the vision and strategy for Thames Gateway South Essex, including healthcare; education, culture, leisure and tourism, and regionally and locally significant clusters
4. support the town's regional potential to develop as a Hotel, Conference and Casino Resort with high quality hotels and broad-based leisure and tourism facilities

5. contribute to the regeneration and development of existing and proposed key employment sites; the Town Centre and Seafront 'zones of change'; existing industrial areas and other Priority Urban Areas;
6. improve the vitality and viability of Southend town centre, the district centres of Leigh and Westcliff and smaller local centres;
7. Support the future potential of London Southend Airport and the regeneration of Leigh Port
8. Improve the level of service of broadband infrastructure and other state of the art information communication technology – including maximising the opportunities of the pan-European fibre-optic network

### Strategic Alternatives

- 3.5 This approach is considered essential for the delivery of sustainable development, employment-led regeneration and urban renaissance in Southend. Alternative approaches are not, therefore put forward. However, comments and views on how Policy CP1 can be reinforced and made more effective are welcomed.



## Section 4 - Town Centre and Retail Development

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### Strategic Objectives

- SO2. Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence
- SO4. Secure sustainable regeneration and growth focused on the urban area
- SO5. Provide for not less than 13,000 net additional jobs (Borough wide) in the period 2001 to 2021 within Southend on Sea
- SO8. Secure a thriving, vibrant and attractive town centre and network of district and local centres

### Strategic Approach

- 4.1 Local planning authorities are required, through their development plans, to implement national and regional objectives by planning positively for the growth of, and development in, existing centres. Provision should be made for a range of shopping, leisure and local services, which allow genuine choice to meet the needs of the entire community, and particularly excluded groups.
- 4.2 Within the Draft RSS14 structure of retail centres, Southend is identified as a major regional centre, whilst other town and local centres that complete the structure locally will be defined in Local Development Documents. The Southend on Sea Retail Study report (2003) provides recommendations with regard to the level of different shopping needs in the Borough, and how these needs can appropriately be met. Policy CP2 seeks to take these recommendations forward.

### Policy CP2 – Town Centre and Retail Development

Southend Town Centre will remain the first preference for all forms of retail development and other town centre uses attracting large numbers of people, followed by the District Centres of Westcliff and Leigh, West Road/Ness Road, Shoebury, and by existing local centres elsewhere. Retail and town centre development will be located within these centres, and must be appropriate to the function, size and character of the centre concerned. In order to maintain the vitality and viability of these centres and their functions in the retail hierarchy, and to meet forecast quantitative shopping needs and currently identified qualitative deficiencies, provision is made for retail development in Southend as follows:

1. Up to about 21,000 square metres net of additional comparison goods floorspace over the period to 2016 within Southend Town Centre. The preferred locations to meet the majority of this need are:

- a. The Tylers Avenue/York Road/Heygate Avenue area to the east of the High Street and north of The Royals, as part of a comprehensive town centre development;
  - b. The improvement and expansion of the Victoria Plaza centre;
  - c. The improvement and expansion of other existing town centre floorspace; and
  - d. The mixed use redevelopment of Warrior Square (south side)
2. The improvement and modernisation of existing floorspace and its environment within the centres of Westcliff and Leigh, in order to provide a diverse range of services for the local community. The provision of significant additional retail floorspace will not be supported.
  3. Up to about 5000 square metres net of additional convenience goods floorspace, to be focused on the provision of one new food superstore located in accordance with the following sequential preference:
    - a. Southend Town Centre;
    - b. The area bounded by Southend Town Centre to the west, Southchurch Road (A13) to the north, Lifstan Way to the east and Marine Parade/Eastern Esplanade to the south.
  4. Up to about 30,000 square metres net (including existing commitments) of additional bulky goods comparison floorspace, provided in high quality stores, in order to expand and modernise the facilities offered, increase Southend's market share and claw back expenditure currently leaking from the Borough, such additional floorspace to be provided in accordance with the following sequential preference:
    - a. Within or on the edge of Southend Town Centre;
    - b. Within or on the edge of other existing defined centres;
    - c. Within or immediately adjoining existing retail facilities at Eastern Avenue/Fossetts Way;
    - d. Fossetts Farm, as part of a comprehensive development scheme for that area.

All proposals outside defined centres will be required to demonstrate that:

1. there is a need for the proposed development, and in particular that it would contribute to meeting the retail development needs set out in this policy or, where it seeks to demonstrate other need to be met, it would not prejudice the achievement of those needs;
2. a sequential approach has been followed in the selection of the site, in accordance with the sequential preferences set out in this policy.

### Strategic Alternatives

- 4.3 Core Policy CP2 seeks to be primarily spatial in its approach, in order to plan positively for the growth of, and development in, existing centres, in

particular Southend town centre. Options for such a spatial approach include:

- I. focusing all development in a regenerated Southend town centre;
- II. spreading development more widely but only within existing centres;
- III. directing development to new locations outside existing centres.

4.4 Considerations of sustainability, the continued vitality and viability of existing centres, and national and regional policy (including the development of Southend as a major regional centre) are considered to point to a combination of options 1 and 2 as the most appropriate. However, it must also be recognised, having regard to identified local needs and opportunities, that it may not always be possible to meet these needs within those options. Directing certain specifically retail facilities to other locations (an element of option 3), where these are linked to existing retail offers, may therefore also need to be allowed for. Policy CP2 reflects these considerations in the sequential preferences proposed.

4.5 A further alternative would be a less spatially specific, more criteria based approach, which seeks demonstration of a sequential approach, need for the development (where relevant), and a wider range of other criteria-based considerations, including impact, accessibility and good design.

## Section 5 - Transport and Accessibility

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### Strategic Objectives

SO9. Secure a step change in the provision of transport infrastructure and accessibility as a precondition for additional development

SO10. Maximise the effectiveness and integration of key transport corridors and interchanges as a principle focus for development in the urban area

SO11. Secure the best use of the River Thames and its Estuary as an asset for transport, leisure and business

SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach

5.1 Improvements to all the town's transportation networks, including infrastructure and facilities, are of paramount importance to the successful regeneration of Southend and the Thames Gateway, without which the economic potential of the area cannot be realised. It is also essential that the Plan contributes to the successful implementation of the Regional Transport Strategy and the priorities and phasing set out in Regional Spatial Strategy. The Southend on Sea Local Transport Plan, and its subsequent reviews, seek to deliver improved and sustainable transport including road, rail, river and air transport in line with these Strategic Objectives and priorities.

5.2 These considerations point to the following key objectives and core policy in considering transport and infrastructure proposals:

- I. Secure major improvements to the sub-regional road and rail transport network, to achieve improved accessibility to Southend and quality linkages with the regional and national networks, through active participation in the Thames Gateway Partnership, development of Regional Transport Strategies, multi-modal studies and other transportation partnerships and studies as appropriate.
- II. Implement in full the provisions of the Southend on Sea Local Transport Plan, and its subsequent reviews, to improve accessibility to the town, reduce congestion and improve traffic flows, achieve improved and sustainable transport facilities, improved road safety and equality of access for all travellers.
- III. Improve accessibility to key development opportunity sites to realise their full development potential and opportunities for job creation,

and their contribution to the regeneration of Southend, including improved road access to Shoeburyness and the New Ranges.

- IV. Develop quality transport interchanges and links for the integration of all transport modes.
- V. Improve surface access to London Southend Airport to realise its potential as an important regional airport facility, and its full integration with other transport modes and facilities.
- VI. Safeguard land on the foreshore to realise the potential of the River Thames to function as a passenger transport corridor serving the Thames Gateway (north Kent, south Essex and London).
- VII. Be visionary in the development and improvement of the transport network by investigating the potential for park-and-ride and modern transport systems (including joint investigations with neighbouring authorities where appropriate).
- VIII. Provide for 'state of the art' communications, signing and management systems, including maximising the opportunities of the pan – European fibre optic network.
- IX. Work in partnership with bus, train, rail and freight operators and related agencies to secure improvements to passenger transport and freight services through the development of Quality Partnerships.
- X. Work with local businesses, residents and transport operators to promote sustainable travel patterns and secure improved facilities and road safety through initiatives such as 'Safer Journeys to School' and 'Business Travel Plans'.
- XI. Direct high density development to those areas well served by a choice of transport modes and to areas close to transport interchanges, and ensure that development which would generate large amounts of traffic or are of sub-regional importance are located in areas accessible by a range of transport services.
- XII. Implement traffic management measures in accordance with the defined Environmental Rooms and Distributors set out in the Local Transport Plan, to provide for the more efficient movement of traffic, the prioritisation of highway and footway maintenance, and environmental improvements.

### Policy CP3: Transport and Accessibility

Development proposals will be required to contribute to the implementation of the Southend on Sea Local Transport Plan and its subsequent reviews, to deliver improved and sustainable transport, and to secure leading edge infrastructure and state of the art transport systems.

This will be achieved by:

1. Improving the road and rail network to deliver improvements to accessibility, traffic flows, travel choice and freight distribution;
2. widening travel choice, particularly by car share, rail, bus, taxi, cycling and walking;
3. reducing sole reliance on the car for accessibility to and from new developments;
4. encouraging the provision of new modes of transport such as 'light rail' systems
5. improving accessibility to key development opportunity sites, including improved access to London Southend Airport, Shoeburyness and the New Ranges;
6. providing for the development of quality transport interchanges;
7. supporting the potential of London Southend Airport as a catalyst for economic growth;
8. realising the potential of the River Thames to function as a transport corridor and access to Leigh Port;
9. providing for state of the art communications, signing and management systems, including maximising the opportunities of the pan – European fibre optic network;
10. locating proposals which would generate large traffic movements or which are of sub-regional importance in locations which are accessible by a range of transport services;
11. safeguarding and enhancing the environment of defined 'Environmental Rooms';
12. improving safety and equality of access for all travellers; and
13. providing for the integration of all forms of transport.

Higher density development will be directed to those areas well served by a range of transport modes and in particular to areas close to transport interchanges.

All development will need to have regard to the Council's strategies and/or guidance relating to:

- a. Vehicle parking standards, servicing and Travel Plan
- b. Cycling and walking

### Strategic Alternatives

- 5.3 This approach is considered essential for the delivery of sustainable development, employment-led regeneration and urban renaissance in Southend. Alternative approaches are not, therefore put forward. However, comments and views on how Policy CP3 can be reinforced and made more effective are welcomed.

## Section 6 - The Environment and Urban Renaissance

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### Strategic Objectives

- SO4. Secure sustainable regeneration and growth focused on the urban area
- SO13. Deliver high quality urban and natural environments based on the principles of urban renaissance, design excellence, and the safeguarding and enhancement of existing character and scale where appropriate
- SO14. Protect, manage and optimise the benefits of the town's historic and natural environment and assets, including where appropriate the beneficial long term use of land that is contaminated or otherwise degraded
- SO15. Contribute to the creation of a 'Green Grid' of high quality, linked and publicly accessible open spaces across the sub-region
- SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach

- 6.1 People care deeply about their local area and should be able to expect good quality design in new development, renovation and treatment of streets and urban spaces, and safeguarding of the area's character. Interesting buildings, quality streets, good relationships with existing development, and the use of public art can all help to develop local identity and places people are proud of. Good quality urban design is a vital component in urban renaissance. This means a greater emphasis is needed on the use of buildings, streets, open spaces and landscaping – the public realm – and how these elements relate to each other to create a sense of place.
- 6.2 Proposed Core Policy CP 4: "The Environment and Urban Renaissance" seeks, therefore, to deliver a quality urban environment and protect the town's natural and built resources based on the following approach:
- I. Promote quality design in all developments so that they strengthen local identity, respect the character of the area and the scale and nature of existing development, and create places of distinction and a sense of place, ensuring that development takes full account of the crucial interface between the detail of buildings and the public realm.
  - II. Provide for the enhancement of all public areas and urban open spaces – the public realm – through imaginative design and the use of quality building materials, street furniture and landscaping.



- III. Protect and enhance the public realm and amenities of residential areas through the provision of a range of environmental improvements within 'Environmental Rooms', and prevent development that would adversely affect the area.
- IV. Work in partnership with Government and regional agencies, voluntary groups and others to protect and enhance the town's heritage assets, including Listed Buildings, Conservation Areas and Ancient Monuments.
- V. Work in partnership with Government and regional agencies, voluntary groups and others to protect and enhance areas designated as being of international, national or local importance either for their intrinsic nature conservation value, their landscape quality or their cultural importance.
- VI. Create a 'Green Grid' of high quality, linked and publicly accessible open spaces across the town, linked to the rest of the sub-region as appropriate. The 'Green Grid' should interrelate with and help to implement other strategies to provide a focus for investment, including the Council's Green Space Strategy, Biodiversity Action Plan, cycling and walking strategies and the Public Arts Strategy, thereby safeguarding the town's natural assets, wildlife corridors and greenways.
- VII. Protect and enhance both the natural and leisure environment and setting of the River Thames, in partnership with Government and regional agencies, water users, businesses and other relevant groups as part of initiatives such as the Thames Estuary Partnership.
- VIII. Provide for the effective management of land on the urban fringe – the interface between town and country – to provide an effective community resource and setting that enhances and protects the Metropolitan Green Belt.
- IX. Enforcing relevant legislation and other powers to reduce, prevent and remedy pollution, noise and other forms of airborne pollution.

#### Policy CP4: The Environment and Urban Renaissance

Development proposals will be expected to contribute to the creation of a high quality, sustainable urban environment which enhances and complements the natural and built assets of Southend.

This will be achieved by:

1. promoting sustainable development of the highest quality and encouraging innovation and excellence in design to create places of distinction and a sense of place;
2. maximising the use of previously developed land and promoting good quality mixed use developments;

3. promoting design solutions that maximise the use of renewable resources and energy conservation;
4. providing for quality in the public realm through the use of imaginative design, quality materials and landscaping and imaginative use of public art;
5. maintaining and enhancing the amenities and character of residential areas, securing good relationships with existing development, and respecting the scale and nature of that development;
6. safeguarding and enhancing the historic environment;
7. protecting and enhancing the town's parks, gardens and other urban open spaces, and the biodiversity of the area;
8. safeguarding and enhancing nature and conservation sites of international, national and local importance;
9. creating a 'Green Grid' of high quality, linked and publicly accessible open spaces across the town;
10. maintaining the function and open character of the Green Belt;
11. providing for the effective management of land uses on the urban fringe;
12. protecting natural resources from inappropriate development;
13. preventing, reducing or remedying all forms of pollution including soil, water, noise and other forms of airborne pollution.

All development will be required to have regard to the Council's Design and Townscape guidance

### Strategic Alternatives

- 6.3 The development principles as set out in Proposed Core Policy CP5: "The Environment and Urban Renaissance" are considered essential for the delivery of Sustainable Development and Urban Renaissance in Southend. Alternative approaches are not therefore put forward. However, comments and views on how the policy can be reinforced and made more effective are welcomed.

## Section 7 - Minerals and Soils Resources

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### Strategic Objectives

SO14. Protect, manage and optimise the benefits of the town's historic and natural environment and assets, including where appropriate the beneficial long term use of land that is contaminated or otherwise degraded

### Strategic Approach

- 7.1 The Borough of Southend-on-Sea contains no deposits of aggregates (sand and gravel) and can therefore make no contribution to the regional requirement for land won aggregates. The only mineral deposits that do occur are of brickearth, used in the manufacture of local stock bricks. Brickearth is not the subject of any specialist Government policy guidance. Brickearth deposits also provide very high quality agricultural land, of which there are significant resources on the northern and north-eastern edges of the Borough.
- 7.2 Brickearth remains a valuable and limited resource, as does the high grade agricultural land within which it is located. Moreover, mineral extraction can be a destructive, and therefore inherently unsustainable, process, using resources that are finite in supply and processes which can potentially have significant environmental impacts. Government and regional policy on sustainable development place importance on the conservation of mineral resources, minimising environmental impacts, and on using less raw materials by relying on a greater level of supply from alternative sources, especially recycled materials.
- 7.3 They also seek to maintain and enhance the resilience and quality of soils, and to encourage the sustainable use of soil resources, including the best and most versatile agricultural land and land that has been contaminated or otherwise degraded, where remediation and restoration to beneficial and sustainable new uses should be encouraged. Policy CP5 seeks to implement this approach in the local context.

### Policy CP5 – Mineral and Soil Resources

As Local and Mineral Planning Authority, the Borough Council will require the sustainable use of soil and mineral resources, in particular by:

1. protecting high quality agricultural land from irreversible damage in accordance with national policy;
2. granting permission for the extraction of brickearth where it can be demonstrated that:

- a. there are proven workable brickearth deposits and a need for the mineral to ensure that sufficient raw material is available for brick making over a ten-year period; and
  - b. there is an agreed scheme for the quality management, progressive restoration, aftercare and beneficial after-use of the site to an appropriate standard and timetable, and which safeguards the agricultural quality of the land; and
  - c. there will be no materially adverse impacts on the environment, transport network and local amenity, or such impacts can be satisfactorily mitigated;
3. refusing permission for any proposal that would result in the sterilisation of workable or potentially workable brickearth deposits unless it can be demonstrated that other workable brickearth reserves are available elsewhere, the deposits within the site will not be required for a period in excess of thirty years, and the application proposal represents a use of immediate benefit to the community;
  4. granting permission for beneficial long-term new uses of land that is contaminated or otherwise degraded, where there is an appropriate and agreed scheme of remediation and restoration funded in accordance with the "polluter pays" principle
  5. permitting proposals for the importation of minerals and for the recovery of materials to produce secondary aggregates on industrial sites within the Borough where it can be demonstrated that:
    - a. they can be carried out without material adverse impact on the environment, transport network and local amenity; and
    - b. the transportation arrangements are the most sustainable available in accordance with the proximity principle, using rail or water transport wherever possible.

## Strategic Alternatives

- 7.4 The issues and context relating to soils and minerals within the Borough provide limited opportunity for alternative policy options. It is not considered realistic or appropriate for the Mineral Planning Authority not to consider permitting the extraction of proven, workable brickearth deposits where these are required to support the local brick making industry, although consideration of a different time period to the ten years stated in Policy CP5. 2(a) is invited.
- 7.5 Similarly, it is national and regional policy to support the increasing use of secondary and recycled minerals, and to place decreasing reliance over time on traditional land won sources of aggregates. However, the limited land opportunities likely to be available within the Borough for the acceptable location of recycling facilities could bring into question the need for policy CP5.5 at all.

- 7.6 There may, however, be options in relation to Policy CP5.3. In recent years, activity within the local stock brick making industry has been limited, and its future may be uncertain, as may the future requirement for brickearth extraction. The deposits within the Borough may not be needed for many years, if at all. The land containing the deposits could have a role in meeting other development and/or community infrastructure needs in the short to medium term, for example for sport, leisure or recreation facilities. It may even, under certain spatial strategy options, have a role in meeting strategic employment and housing requirements, through planned peripheral expansion of the urban area.
- 7.7 It may, therefore, be an option not to continue to safeguard the Borough's brickearth resources, and to delete Policy CP5.3 from the Local Development Framework. The contrary view is that these deposits are a valuable, finite and limited resource that should be safeguarded on a more permanent basis for the benefit of future generations. Taking this view, it may be appropriate to retain Policy CP5.3 but to strengthen it by deleting the 'caveats' proposed.
- 7.8 The Borough Council will liaise with relevant stakeholders to gain their views on the value and importance of the brickearth resources in the Borough, and on the possible future scenarios for the industry locally.

## Section 8 - Community Infrastructure

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### Strategic Priorities

- SO2 Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence
- SO11. Secure the best use of the River Thames and its Estuary as an asset for transport, leisure and business
- SO12. Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community
- SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach

- 8.1 Southend must be a town for people and it is important that everyone feels they are included and can access the opportunities the town has to offer – development and new facilities should be designed, built and maintained on the principle that people come first. This will mean providing facilities within the communities they serve, ensuring that they are accessible by all modes of transport and ensuring that people with disabilities and mobility difficulties can gain access simply and easily. Residents, visitors and the business community should also be able to go about their daily lives protected from crime and free of the fear of crime.
- 8.2 This will mean protecting and upgrading the town's existing facilities and promoting the development and provision of new facilities in association with new development, and through maximising the potential of underused land and buildings as the opportunities arise.
- 8.3 The health and social well being of the town's residents and their educational attainment levels are vitally important to the regeneration of the town. Policies will need to reflect the complementary role of planning in supporting other strategies and initiatives which seek to provide essential services and facilities within the town.
- 8.4 Vibrancy and richness of experience are essential if the town is to see a step change in the quality of life it offers and the image it projects. This will mean building on and improving its cultural, leisure and recreational facilities.
- 8.5 Policy CP6 is therefore built on the following approach:
- I. Secure the physical infrastructure related to the new University campus, with parallel development of a town wide educational and skills training infrastructure

- II. Promote new opportunities for recreation, leisure and cultural facilities
- III. Secure the future development of Southend Hospital and the Primary Care Trust to meet the needs of the sub-region
- IV. Ensure that the future land requirements of education and skills, health and social services, local emergency services and utilities are adequately catered for
- V. Promote the location of community services and facilities within the area they serve
- VI. Ensure the design of new buildings, and their relationship to adjacent public areas, contribute to improving public safety (including road safety and crime reduction) and minimise crime and the fear of crime.
- VII. Ensure that the use of land and buildings reflects people's needs and are designed and located in ways which contribute to including all sectors of society through ease of access
- VIII. Promote development which contributes to the delivery of relevant service strategies

#### Policy CP6: Community infrastructure

Development proposals must contribute to improving the education attainment, health and well being of local residents and visitors to Southend.

This will be achieved by;

- 1. providing for health and social care facilities in particular supporting the strategic services development plan of the Primary Care Trust, and the improvement and expansion plans of Southend Hospital and other key health and social care agencies
- 2. securing the physical infrastructure needed to maximise the impact of the Higher Education/University Campus in the Town Centre
- 3. supporting improvements to existing, and the provision of new, facilities to support the needs of education, skills and lifelong learning strategies
- 4. safeguarding existing and providing for new cultural, recreation and community facilities, particularly:
  - a. Phase 2 of the refurbishment of the Cliffs Pavilion
  - b. Securing a landmark facility to exhibit finds associated with the 7<sup>th</sup> Century Saxon King
  - c. Reinforcement of Southend Pier as an Icon of the Thames Gateway

d. Cliff Gardens Land Stabilisation

5. ensuring the needs of all residents and visitors, including the disabled and other vulnerable groups, are met;
6. ensuring access and safety concerns are resolved within all new development.

Strategic Alternatives

- 8.6 The development principles as set out above are considered essential for the delivery of Sustainable Development and Urban Renaissance in Southend. Alternative approaches are not therefore put forward. However, comments and views on how the policy can be reinforced and made more effective are welcomed.



## Section 9 - Sport, Recreation and Green Space

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### Strategic Objectives

- SO12. Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community
- SO14. Protect, manage and optimise the benefits of the town's natural environment and assets, including where appropriate the beneficial long term use of land that is contaminated or otherwise degraded
- SO15. Contribute to the creation of a 'Green Grid' of high quality, linked and publicly accessible open spaces across the sub-region
- SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach

- 9.1 National and regional policy seeks to protect existing sport, open space and recreation facilities, and to create new ones. It also requires local planning authorities to plan positively for the provision and enhancement of well-designed recreational and sporting facilities and green spaces that meet identified local needs.
- 9.2 An extensive audit and needs assessment of recreational open spaces and sports facilities in the Borough, undertaken in consultation with local community groups during 2003/04, has indicated no clear evidence of any significant *quantitative* deficiency in indoor or outdoor sports facility provision, or in the provision of parks and open spaces, in relation to the existing population. On the other hand, existing facilities are popular and well used, and should therefore be safeguarded and enhanced. They represent an appropriate minimum 'standard' of provision to serve the existing population in quantitative terms, which at the very least should be maintained pro rata in relation to the additional population arising from new dwelling provision. Southend compares unfavourably with many, if not most, other areas for which information is available, in terms of volume of facilities per resident.
- 9.3 Moreover, the highly developed nature of the Borough means that such facilities also have an important role in ensuring an attractive and 'balanced' environment within the town, providing an appropriate range, quality and distribution of green spaces and amenity. Their retention and enhancement is therefore crucial to the achievement of regeneration.
- 9.4 The level of additional dwelling provision required in Southend between 2001 and 2021 will put significant additional demands on the Borough's sport, recreation and green space facilities, and will create a requirement

for a range of additional facilities over this period. Again, given the already highly developed nature of the Borough, opportunities will be limited and it will be essential to ensure both that new development contributes fully to meeting the demands it generates, and that already identified opportunities are safeguarded.

- 9.5 In addition, there are very significant qualitative deficiencies throughout the Borough, in terms of both accessibility to and quality of facilities, including the essential ancillary facilities needed to support good quality sport and recreational infrastructure. This suggests that it may be possible to meet some additional requirements through a significant improvement in the quality of existing facilities. Policy CP7 seeks to address these considerations, based on a delivery approach which focuses new, but possibly limited, facilities within the built-up area, as closely related as possible to the communities they are to serve.
- 9.6 There are a number of undeveloped areas within and adjoining the Borough with a diverse and rich environment. These areas, as well as being designated as being of international and national wildlife importance, are also used for informal recreation purposes and include the Hadleigh Castle and Jubilee Country Parks. Whilst regeneration is a priority within Southend, it is vital that these areas continue to be managed jointly with neighbouring authorities and relevant agencies, to protect them from inappropriate development and provide enhanced quality environments for wildlife and the community. In addition, it will be important to encourage greater public access through a series of 'greenways' in the town to provide attractive routes for cycling and walking. These would link parks, open space and the urban fringe and be co-ordinated with the Council's cycle strategy and walking network (see also CP4: 'The Environment and Urban Renaissance' in respect of the Green Grid).

#### Policy CP7 – Sport, Recreation and Green Space

All existing and proposed sport, recreation and green space facilities will be safeguarded from loss or displacement to other uses, except where it can clearly be demonstrated that alternative facilities of a higher standard are being provided in at least an equally convenient and accessible location to serve the same local community, and there would be no loss of amenity to that community.

The redevelopment of existing allotment sites for other uses will only be permitted where it can clearly be shown that the facility is no longer required or can be adequately and conveniently provided elsewhere.

All new housing development will be required to contribute to the provision of additional sport, recreation and green space facilities to a level at least commensurate with the additional population generated by that development, and in accordance with the requirements and guidance set out in the relevant Development Plan Document. This contribution shall normally be in the form of a financial contribution towards new provision or qualitative improvements to existing facilities elsewhere.

In relation to any major new area of housing development, however, direct provision within and as an integral part of the development may be sought, where this would provide at least 2.5 hectares of additional public open space, playing pitches and ancillary facilities, laid out as a local or neighbourhood park.

To meet the requirements generated by the additional dwelling provision over the period to 2021, contributions will be focused on the following provision:

1. approximately 20 hectares of additional local and neighbourhood park space, provided on areas of at least 2 hectares in size;
2. at least 4 additional equipped play areas for children and young people, spread evenly across the Borough;
3. 2 additional bowling greens (6 rink size);
4. at least 4 additional multi-use games areas (MUGA's) of 1 x tennis court size, together with the conversion of existing tennis court facilities to multi-use;
5. approximately 10 hectares of additional grass playing pitch space and ancillary facilities, provided on areas of at least 2.1 hectares each to allow flexibility between adult and junior pitches, and use for cricket in the summer;
6. qualitative improvements to existing sports halls/centres and swimming pools;
7. qualitative and quantitative improvements to facilities for teenagers.

Specific contributions to this provision will be as follows:

- a. a minimum of 10 additional hectares of sport and recreation facilities provided as an integral part of the development of 1400 additional dwellings and 3000 new jobs at Shoeburyness, to be laid out as a local park and containing a minimum of 5 hectares of grass/artificial turf pitches and ancillary facilities, one equipped play area, one bowling green and one 3 court tennis/multi use games area (MUGA); and
- b. 5 hectares of additional public open space at North Shoebury, laid out as an extension to Shoebury Park and linking that park with the local shopping centre to the north to provide an integrated and comprehensive local centre for the North Shoebury community.

## Strategic Alternatives

9.7 Alternative approaches could include:

- I. focus new, and possibly more extensive, facilities within the urban fringe, on the edge of but outside the built-up area, as close as possible to the communities they are to serve; and/or

- II. permit the relocation of private open space facilities into the urban fringe to release land within the built-up area to meet other development needs, where this would result in improved and enlarged sport, recreation and green space facilities.

## Section 10: Dwelling Provision

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### Strategic Objectives

- SO3. Create and maintain a balance between employment and housing growth in the future
- SO4. Secure sustainable regeneration and growth focused on the urban area
- SO6. Provide for 6,000 net additional dwellings in the period 2001 to 2021 within Southend on Sea
- SO7. Target future dwelling provision to meet the needs of local people including the provision of affordable housing
- SO10. Maximise the effectiveness and integration of key transport corridors and interchanges as a principle focus for development in the urban area
- SO16. Secure delivery of strategic objectives through all relevant delivery bodies, and their strategies

### Strategic Approach

- 10.1 The published Census population of Southend at 2001 was 160,257. This is expected to rise by approximately 3% by 2021. The expected growth in households in the town (during the period to 2021) is in line with proposed growth in housing provision for the same period (i.e. 300 dwellings per annum).
- 10.2 Compared with other parts of the region the town's economic performance has been weak, and population and housing growth has outstripped economic growth. In addition, there are marked differences in prosperity across the town, with five wards being eligible for Objective 2 funding. For this and other reasons the town has been included in the Thames Gateway Regeneration Project.
- 10.3 The sustainable communities' agenda means that there should be a balance between jobs and housing. Mechanisms are needed therefore to ensure that job provision in the town is in place before further major expansion in housing development occurs, and that from then on a balance is maintained. Regard must be had for the actual delivery of the job targets before additional housing growth is permitted. In the same way, social and transport infrastructure to support regeneration needs to be in place before additional growth is permitted.

- 10.4 Sustainable communities must also be attractive to the full range of income groups, and there will be a need to deliver a wide range of housing types and costs across the town
- 10.5 Average dwelling prices in Southend are generally lower than those in adjoining local authority areas (with the exception of Thurrock). There are, however, significant spatial variations across Southend, and for some types of housing average prices are generally higher than those in neighbouring areas. These considerations restrict accessibility to suitable housing for many local residents.
- 10.6 The results of the updated Southend on Sea Housing Needs Survey (April 2004) suggest a very high level of housing need in the town, with a requirement for the provision of 1,363 units of affordable housing *per annum* over the next five years. Whilst this is an indicator of the scale of the problem rather than a policy target, it has to be tempered against the assumptions made in the study, the practicality of delivery and the availability of 'qualifying' sites.
- 10.7 Using information from the Residential Land Availability Study 2004 and Urban Capacity Study 2002, work to assess the potential yield from identified possible sites over the whole period 2001 to 2021, has indicated that applying a target of 30%, 40% and 50% to sites of 15 plus units would provide approximately 650, 870 and 1090 affordable units respectively. Using the Draft RSS14 target of 30% of the regional provision to Southend's plan provision would mean a yield in the region of 1,800 affordable units by 2021. However, at least a third of Southend's total provision is likely to be from small windfall sites, and it is unlikely that more than 1,200 affordable units could be achieved. Clearly this is significantly lower than the Housing Needs Survey assessment of need.
- 10.8 Within Southend, the nature and scale of development sites that are likely to contribute to housing provision during the period 2001-2021 (i.e. high density development on small sites comprising previously developed land) suggests a balanced approach is needed to the setting of targets and threshold for affordable housing provision. This balanced approach should take on board amongst other things the scale of need and issues of financial viability. Whilst the Council would wish to send a clear message about what will be required of development schemes so that these can be taken into account early in the planning and development process (See KP3 'Implementation and Resources') there is clearly a responsibility to adopt a reasonable stance with regard to affordable housing provision. There is also a need to recognise that there is a range of tenures and types of affordable housing that should be considered.
- 10.9 In terms of the type of affordable housing able to meet identified need, analysis suggests the existence of a significant shortage of one and two bedroom homes in the owner occupied sector.

10.10 Analysis of the 2004 Housing Needs Study Update dataset as part of the Key Worker study (2004) identified the following issues:

- I. that recruitment problems within public sector organisations stretch beyond employment categories covered by the ODPM definition of key worker but the categories are essentially professional, managerial and technical within the public sector and the NHS
- II. that local housing affordability is thought to be one factor contributing to recruitment problems locally
- III. that there is likely to be some requirement for targeted housing for key worker households
- IV. there are critical shortages of key workers in the social work and teaching categories and assistance with housing would be a main factor in easing these problems.

10.11 The limited land resources in the town and the significant identified housing needs clearly require a focussed approach to housing provision based on securing and upgrading the existing housing stock and development opportunities, and ensuring that the supply of new dwellings is targeted to meet the needs of local people.

10.12 In order to deliver the strategic objectives in relation to housing the following approach is therefore considered to be required:

- I. Provide for strategic housing requirements as much as possible within the existing urban area by making best use of existing land and buildings with a particular focus on:
  - i. A major expansion of town centre and seafront housing
  - ii. Realisation of the future potential of land at Shoeburyness New Ranges in association with improved transport links
  - iii. Promotion of mixed use developments and higher densities within the Town Centre and District Centres and large development sites
  - iv. Managing and enhancing the contribution the existing housing stock can make to local housing needs
- II. Ensure that housing provision is targeted to meet the needs of local people, in particular:
  - i. Promoting the provision of affordable housing in line with the requirements indicated in local needs assessments.
  - ii. Working with major employers and housing associations to make effective and co-ordinated provision for key workers
  - iii. Tackling the housing needs of those sections of the community who have particular requirements including the homeless and people with disabilities

## Policy CP 8: Dwelling Provision

Provision is made for 2,750 net additional dwellings between 2001 and 2011 and for 3,250 net additional dwellings between 2011 and 2021, distributed as follows:

	2001-2011	2011-2016	2016-2021	2001-2021
Town Centre and Central Area	650	750	250	1,650
Shoeburyness (New Ranges)	650	300	450	1,400
Seafront	200	100	100	400
Intensification	1,250	500	800	2,550
<b>TOTAL</b>	<b>2,750</b>	<b>1,650</b>	<b>1,600</b>	<b>6,000</b>
Per annum	(275)	(330)	(320)	(300)

Residential development proposals will be expected to contribute to local housing needs, including special needs provision, and the sustainable use of land and resources. To achieve this, the Borough Council will:

1. require the provision of not less than 80% of residential development on previously developed land
2. resist development proposals that involve the loss of existing valuable residential resources
3. require<sup>1</sup>:
  - a. all residential proposals of 15-24 dwellings or 0.5-1.0 ha to make an affordable housing/key worker provision of not less than 2 dwelling units;
  - b. all residential proposals of 25 dwellings or 1 ha or more to make an affordable housing/key worker provision of not less than 20% of the total number of units on the site; and
  - c. all residential proposals of 50 dwellings or 2 ha or more to make an affordable housing/key worker provision of not less than 30% of the total number of units on the site
4. promote the provision of housing for key workers in partnership with major employers and registered social landlords
5. require residential development schemes within the Borough's town, district and local centres to include replacement and/or new retail and commercial uses, in order to maintain the vitality and viability of these shopping and commercial areas



6. support and require a vibrant mix of employment, residential and community uses on larger sites, to support greater economic and social diversity and sustainable transport principles

The Council will monitor and assess the delivery of both the transport infrastructure priorities set out in the RTS (Regional Transport Strategy) and Southend LTP (Local Transport Plan) and the employment targets required by Policy CP1: Employment Generating Development of this Plan. Failure to achieve targets set for 2011 and thereafter will trigger reviews of the housing provision set out within this policy and an appropriate downward revision of that provision.

*<sup>1</sup> Further policy, guidance and definitions to be provided in the Council's "Planning Obligations – Guide for Developers DPD"*

### Strategic Alternatives

- 10.13 An alternative approach would be to seek to provide a substantial proportion of the strategic housing requirement on greenfield land beyond the existing built-up area, as planned peripheral expansion of the urban area and using best and most versatile agricultural land currently included within the Green Belt.

## Section 11 Monitoring and Review

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- 11.1 In line with Part 2 of the Planning and Compulsory Purchase Act the Borough Council will prepare a Southend Annual Monitoring Report (SAMR). This Annual Monitoring Report will include an assessment of the extent to which national targets and the strategic objectives and policies in this Core Strategy Development Plan (and other local development documents as and when appropriate) are being achieved.
- 11.2 In addition the SAMR will include an assessment of local development document preparation against the milestones and timescales set out in its Local Development Scheme (LDS). The Southend LDS will be monitored on an annual basis, assessing change and progress that has taken place each year between 1<sup>st</sup> April and 31<sup>st</sup> March.
- 11.3 It is anticipated that the SAMR will be submitted to Government for information by the end of September each year and will be made publicly available by the end of November.
- 11.4 To monitor the performance of the Core Strategy Development Plan Policies and assess whether or not the Plan's aim and strategic objectives are being achieved, the Borough Council will have regard to:
- I. contextual information relating to socio-economic issues and built/environmental assets at both the local and sub-regional level
  - II. Government Core Output Indicators and targets as published in associated national guidance
  - III. relevant indicators and targets in the Southend Together Local Strategic Partnership (LSP) Community Plan 'Setting the Standard'
  - IV. local output indicators and targets that reflect the aim, strategic objectives and specific requirements of policies in this Core Strategy
- 11.5 Analysis and assessment of monitoring data will be undertaken with particular regard to:
- I. Its impact on the contextual profile of the town
  - II. the spatial dimensions of policies and their associated targets

- III. the chronological and inter-connected nature of targets set for the provision of jobs, dwellings and transport infrastructure
- 11.6 It is envisaged that the Core Strategy will be reviewed in full after five years, with more frequent partial alterations of specific policies and issues, as necessary, having regard to changing national and regional policies and local circumstances, and the findings of the Annual Monitoring Reports.
- 11.7 The performance indicators and targets, together with relevant contextual output indicators will be set out in an Appendix to this Core Strategy following the initial consultation on the proposed Core Strategy.

#### Policy CP9: Monitoring and Review

The Borough Council will undertake regular monitoring to:

1. appraise the impact of the Plan and measure the effectiveness of its policies and proposals particularly with regard to ensuring a job-led regeneration of the town with the necessary supporting infrastructure
2. appraise the performance of plan preparation with reference to the Local Development Scheme
3. indicate the need for policy revision and/or where there may be a need for additional Supplementary Planning Documents and/or Area Action Plans

## Background Documents and Technical Studies

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1. In preparing the planning policies within this Core Strategy DPD the Council has taken account relevant regional and local strategies and plans and a range of background technical studies. Some of this work has been undertaken by the Council, or on its behalf, and will be published in the form of background technical documents.
2. Background strategy documents to which the Council has had regard when developing this Core Strategy DPD include:
  - a. Draft Regional Spatial Strategy for the East of England Plan (RSS14)
  - b. East of England Regional Economic Strategy
  - c. Single Programme Document 2000 – 2006: European Union Objective 2 Programme for the East of England 2000
  - d. Essex Shoreline Management Plan: Mouchel Consulting Limited April 1997
  - e. Southend on Sea Shoreline Strategy Plan: Mouchel Consulting Limited and Southend on Sea Borough Council February 1998
  - f. A Vision for the Future: Thames Gateway South Essex Partnership 2002
  - g. Delivering the Future: Thames Gateway South Essex Partnership July 2003
  - h. Community Plan “Southend – Setting the standard”: Southend Together Local Strategic Partnership March 2003
  - i. Renaissance Southend Urban Regeneration Company -Submission to ODPM and DTI: EEDA (Supported by Southend on Sea Borough Council) 2004
  - j. Southend on Sea Borough Council Corporate Plan 2004-2007
  - k. Housing Strategy Statement Update: Southend on Sea Borough Council 2003
  - l. “Making Culture Count” A Cultural Strategy for the Borough of Southend on Sea: Southend on Sea Borough Council 2003
  - m. Local Biodiversity Action Plan: Southend on Sea Borough Council July 2003
  - n. Southend-on-Sea “Moving Forward Together” Local Transport Plan 2001/2 to 2005/6 – Southend on Sea Borough Council July 2000
  - o. Southend on Sea Local Transport Plan - 4<sup>th</sup> Annual Progress Report – Southend on Sea Borough Council July 2004
  - p. Southend on Sea Cycle Network Appraisal: Final Report: Transportation Planning (International) January 2003 Local Transport Plan and Annual Progress Report Cycle Network Review, Implementation Programme and Funding Opportunities: Southend Borough Council Report 25<sup>th</sup> March 2004
  - q. Borough Local Plan Review: Issues Report: Southend on Sea Borough Council March 2001

- r. Southend-on-Sea Gateway Town Centre Strategy 2002-2012: Southend on Sea Borough Council Scrutiny Committee Report December 2001
3. In addition, there is a range of studies and strategies that have been undertaken by other organisations and/or not produced specifically for planning purposes that will be of relevance to LDD preparation locally. Examples include: Southend Together's Community Plan, Leigh-on-Sea Town Council's Town Plan 'A Vision for Leigh' 2003, Southend Local Transport Plan 2001/2 to 2005/6 and the Thames Gateway South Essex Strategic Framework Document.
4. Technical Studies and Reports will be made available to consultees for information purposes:
  - a. Consultation Framework Document "Town Centre Study and Master Plan Framework" : Buro Happold/DTZ Pleda 2003
  - b. Housing Needs Report 2003 - Fit for Purpose: Department of Social Care, Southend on Sea Borough Council 2004
  - c. Southend on Sea Housing Needs Survey - Update Report: Fordham Research June 2004
  - d. Southend on Sea Urban Housing Capacity Study – Final Report: Atkins August 2003
  - e. Southend on Sea Retail Study – Report: CB Richard Ellis September 2003
  - f. A Study of Playing Pitches in Southend on Sea – Final Report: Leisure and the Environment August 2004
  - g. A Study of Open Space and Recreation in Southend on Sea – Final Report: Leisure and the Environment August 2004
  - h. Southend on Sea Key Worker Study – Final Report: Fordham Research August 2004
5. Whilst every effort will be made to ensure that each report is factually accurate, the contents, opinions, conclusions and recommendations are those of the consultant who carried out the study and they do not necessarily represent the views of the Borough Council. They are made available on the basis that as background technical documents they form part of the evidence base for the proposed policies included within the LDF for Southend.

## Glossary/Definition of Terms Used

RSS	Regional Spatial Strategy (replaces Regional Planning Guidance)
RSS14	Regional Spatial Strategy for the East of England the East of England Plan (replacing RPG9, Regional Planning Guidance for the South East, 2001 in relation to Southend-on-Sea)
Local Development Documents	Documents setting out the Authority's policies and proposals for the development and use of land in its area, together with further guidance on those policies and proposals, and which together comprise the Local Development Framework for the area
Development Plan Documents	Local Development Documents that set out the Authority's policies and proposals for the development and use of land in its area, and which together form the statutory development plan for the area
Area Action Plans	Development Plan Documents setting out the Authority's policies and proposals relating to areas of significant change or special conservation
Supplementary Planning Documents	Local Development Documents providing further guidance on the Authority's policies and proposals for the development and use of land, but which do not form part of the statutory development plan for the area
Local Development Scheme	A document required to be prepared and maintained by the Authority under the Planning and Compulsory Purchase Act 2004 to manage the programme of Local Development Framework preparation, and to inform the public of the documents that will make up that Framework and the timescales they can expect for the preparation and review of these documents
Affordable Housing	Both low cost market and subsidised housing (irrespective of tenure, ownership – whether exclusive or shared – or financial arrangements) that will be available to people who cannot afford to rent or buy houses generally on the open market
Key Worker	Person employed in an occupation category that is categorised locally or sub-regionally by a number of

the following: skills shortages; low response to job advertisements; poor quality of candidates against the person specification; refusal of a job offer by successful candidates; high turnover of staff; viability of service or product threatened by insufficient staff; the provision of essential public services