

**Southend Borough Council**

**Southend Central Area Action Plan (SCAAP)  
Hearing Statement - Matter 2: Spatial  
Strategy, and relationship to other areas,  
plans and programmes**

May 2017

Southend Borough Council – Southend Central Area Action Plan Examination  
Hearing Statement – Matter 2: Spatial Strategy, and relationship to other areas,  
plans and programmes

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## References

Core Strategy	<a href="http://www.southend.gov.uk/downloads/download/276/core_strategy">http://www.southend.gov.uk/downloads/download/276/core_strategy</a>
Infrastructure Delivery Plan (IDP)	<a href="http://www.southend.gov.uk/downloads/file/2890/infrastructure_delivery_plan_june_2014">http://www.southend.gov.uk/downloads/file/2890/infrastructure_delivery_plan_june_2014</a>
Topic Paper 4	<a href="http://www.southend.gov.uk/downloads/file/4725/sd17_topic_paper_4_-_deliverability">http://www.southend.gov.uk/downloads/file/4725/sd17_topic_paper_4_-_deliverability</a>
Topic Paper 3	<a href="http://www.southend.gov.uk/downloads/file/4724/sd16_topic_paper_3_-_employment_business_and_investment">http://www.southend.gov.uk/downloads/file/4724/sd16_topic_paper_3_-_employment_business_and_investment</a>
Development Management Document	<a href="http://www.southend.gov.uk/info/200420/planning_policy_documents/389/development_management_dpd_2">http://www.southend.gov.uk/info/200420/planning_policy_documents/389/development_management_dpd_2</a>
LTP3	<a href="http://www.southend.gov.uk/downloads/download/226/transport_policy">http://www.southend.gov.uk/downloads/download/226/transport_policy</a>
JAAP	<a href="http://www.southend.gov.uk/info/200420/development_plan_documents/392/london_southend_airport_jaap">http://www.southend.gov.uk/info/200420/development_plan_documents/392/london_southend_airport_jaap</a>
Duty to Cooperate	<a href="http://www.southend.gov.uk/downloads/file/4719/sd11_statement_of_compliance_with_the_duty_to_cooperate_march_2016">http://www.southend.gov.uk/downloads/file/4719/sd11_statement_of_compliance_with_the_duty_to_cooperate_march_2016</a>
Consultation Statement	<a href="http://www.southend.gov.uk/downloads/file/4728/sd4_scaap_consultation_statement_reg_22">http://www.southend.gov.uk/downloads/file/4728/sd4_scaap_consultation_statement_reg_22</a>
CIL Overview Report	<a href="http://www.southend.gov.uk/download/downloads/id/3407/final_overview_report_revised_february_2015pdf.pdf">http://www.southend.gov.uk/download/downloads/id/3407/final_overview_report_revised_february_2015pdf.pdf</a>

**Matter 2: Spatial Strategy, and relationship to other areas, plans and programmes**

**2.1 *Are there any differences of emphasis between the SCAAP and the adopted Southend Core Strategy, for example in relation to regeneration and sustainable growth? Does it also dovetail with the Council’s Development Management Document?***

2.1.1 The SCAAP reflects the vision, strategic objectives and spatial strategy of the Southend Core Strategy (2007). Policy KP1 (Spatial Strategy) of the Core Strategy sets out the spatial strategy for the Borough, the primary focus of regeneration and growth being the town centre and central area, including the seafront. Policy KP2 (Development Principles) provides the sustainable framework for delivering economic, social, physical and environmental regeneration. Policy KP3 (Implementation and Resources) identifies the need to prepare an Action Plan for the Central Area to deliver the provisions of the Core Strategy.

2.1.2 The SCAAP is aspirational, yet realistic as required by the NPPF. It embraces the spatial strategy of the Core Strategy and has taken account of changes in circumstances since the adoption of the Core Strategy, particularly the impact of the downturn in the global economy from 2008 to 2013, updated planning legislation and guidance, and new developments in the Central Area.

2.1.3 The two main differences in emphasise between the SCAAP and the adopted Southend Core Strategy relate to housing and employment targets. The Core Strategy provides for 2,474 additional dwellings over the Plan period (2001-2021) and 7,250 additional jobs within the SCAAP area.

2.1.4 Between 2001 and 2016, 1,087 dwellings have been built in the Central Area. With a further 2,166 (68% with planning permission) net dwellings identified as of 1<sup>st</sup> April 2016, the Core Strategy allocation will be exceeded by 779 dwellings (see SCAAP Appendix 6). Policy KP1: Spatial Strategy of the Core Strategy outlines that the dwelling target for the Southend Town Centre and Central Area should be treated as a minimum ‘providing at least 2,474<sup>1</sup> additional homes’. Further the Southend Infrastructure Delivery Plan (IDP) considers the potential effects of growth beyond the Core Strategy targets, as delivery at the time was ahead of the annual average requirement.

2.1.5 This additional provision will make a positive contribution to meeting future housing needs in accordance with the SHMA findings and the provisions of the Government’s recent White Paper on Housing. Topic Paper 4 (Deliverability) illustrates that following an upturn in the market since 2013, in line with national trends, housing development in the 2016-17 year is likely to exceed the peak of the market delivery in 2005/06. It

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<sup>1</sup> 2,000 additional town centre homes supplemented by 474 from the central seafront

is also considered that this additional provision will provide added flexibility to the SCAAP in delivering against the Core Strategy housing target.

2.1.6 In relation to the local economy, the Core Strategy jobs target has proved more challenging in the face of the global downturn. Recent employment data (see Topic Paper 3, Employment, Business and Investment) suggests that there has been an increase in employment across the Borough, although jobs within the Central Area have broadly remained neutral or declined. However, more recently, since 2012, job numbers have increased year on year in the Central Area. The SCAAP seeks to maximise employment opportunities and act as an important catalyst and driver for inward investment and assist towards delivering sustainable development. Maintaining a diverse and balanced economy which is healthy and sustainable will contribute to a strong Town Centre. The SCAAP seeks to encourage the establishment and expansion of businesses in the central area by encouraging and supporting economic development within defined Policy Areas and by identifying, promoting and actively bringing forward suitable sites for development to meet modern user and investor requirements.

2.1.7 The SCAAP dovetails with the Borough Council's Development Management Document (DMD 2015) making numerous cross-references to its policy provisions. These are most clearly identified after each topic section and policy provision in the SCAAP in the form of 'policy linkage' boxes. These detail the relevant policy linkages of the SCAAP with the Development Management Document. The 'policy linkage' boxes also make appropriate cross-references to the policies of the Core Strategy and, where appropriate, the Southend Local Transport Plan 3.

## **2.2 How robust are the proposed vision, including the 'City by the Sea' concept and strategic objectives (paragraphs 28 and 29)?**

### *Vision including City by the Sea*

2.2.1 The vision has been developed and appraised, together with other options, as part of the preparation of the SCAAP and has formed part of the plan from Issues and Options (2010), First Proposed Submission (2011), Preferred Approach (2015), through to Revised Proposed Submission (2016), where it has been tested through consultation and through sustainability appraisal, which considered it to be the most sustainable option. This approach builds upon the aim of the Core Strategy, which seeks to secure a major refocus of function and the long term sustainability of Southend as a significant urban area.

2.2.2 The vision and City by the Sea concept have generally received a good level of support throughout the consultation process, and the Council has sought to address representations received where feasible, including

adding reference to the Central Area’s resort function at Revised Proposed Submission stage, following representations received during the Preferred Approach stage.

- 2.2.3 City by the Sea is considered to be a robust approach to securing regeneration and growth within Southend Central Area, making it an attractive place to live, work and visit.

### *Strategic Objectives*

- 2.2.4 The Strategic Objectives of the SCAAP seek to deliver the vision, and provide more detail for achieving this on a wider range of matters, including: the promotion and enhancement of the tourism, cultural and leisure offer; improve and transform economic vitality and viability by encouraging the establishment of a wider range of homes, businesses and shops; promoting a positive approach to public car parking provision; promoting the central area as a thriving learning quarter; improving accessibility including to sustainable transport modes; promoting design excellence; enhancing quality of and access to the natural and built environment; addressing climate change and managing and mitigating flood risk.

- 2.2.7 Throughout the preparation of and consultation on the iterations of the SCAAP, the strategic objectives have been generally well supported. The Borough Council has sought to address representations as appropriate.

## **2.3 How does the SCAAP relate to the plans and strategies of the remainder of the Borough and other neighbouring local planning authorities?**

- 2.3.1 The SCAAP forms part of a suite of planning policy documents that should be considered in the preparation of development proposals, including the Southend Core Strategy and the Development Management Document (DMD). The Council has also adopted the London Southend Airport and Environs Joint AAP that seeks to deliver new business parks, to accommodate up to 5,450 additional jobs / up to 109,000 sqm floorspace (6,200 additional jobs when factoring in redevelopment potential at an existing industrial estate), and a new train station has been delivered which has direct and convenient access from the airport to Southend Victoria Station in the town centre (approximately 7 minute journey time).
- 2.3.2 The Core Strategy is the key strategic level document, setting the spatial strategy and strategic planning policy framework for the Southend Borough. The Core Strategy provides the framework for subsequent DPDs, Policy KP3 (Implementation and Resources) identifies the need to prepare an Action Plan for the Central Area to deliver the provisions of the Core Strategy. The SCAAP, which reflects its vision, strategic objectives and

spatial strategy, sets out policies to deliver regeneration and growth in the Central Area, in accordance with Policy KP1 (Spatial Strategy) and identifies Southend Town Centre and Central Area as the primary focus of regeneration and growth, together with appropriate regeneration of the Seafront. The SCAAP aims to deliver change in Southend Central Area in accordance with Policy KP1, with additional residential development creating a new critical mass to support growth and investment in accordance with Policy CP8 (Dwelling Provision), and providing opportunity for employment generating development in accordance with Policy CP1.

2.3.4 The DMD was adopted by the Borough Council in 2015 and sets out policies for positively managing development in the Borough, again reflecting the spatial vision and objectives of the Core Strategy. The DMD will be used to assess and determine planning applications within the SCAAP area as well as throughout the Borough, with the SCAAP providing policies for the Central Area on specific matters not directly addressed in the DMD, including: retail (Policy DS1) (*Policy DM13 dealing with shopping frontage management outside of the town centre*), and the central seafront area (Policy CS1) (*the central seafront area not addressed in Policy DM6: The Seafront*).

2.3.5 The SCAAP was informed by the local priorities set out in the Southend Community Plan, which seeks the creation of a prosperous regional centre, and has had regard to other strategies and plans, including LTP3 (further detail on the relationship between the SCAAP and LTP3 is set out in the Borough Council's response to Matter 4.1).

2.3.6 In relation to the plans and strategies prepared by neighbouring local authorities, neighbouring authorities were consulted during the production of the SCAAP and no cross-boundary issues were identified. For full details of the duty to cooperate process please refer to the Duty to Cooperate Statement.

**2.4 *How far has the SCAAP taken on board the plans and programmes of statutory providers and regulatory agencies, such as transport companies, the Environment Agency, the utility companies, the South East Local Enterprise Partnership (SELEP) and local businesses and community groups and agencies?***

2.4.1 The SCAAP has been subject to an extensive process of consultation which in turn has helped to shape the plan. The Consultation Statement at Appendix 4, includes details of statutory providers, regulatory agencies and utility companies consulted at revised proposed submission stage, including: the Environment Agency, English Heritage, Natural England, the Highways Agency, NHS England (Essex), Anglian Water, Essex and Suffolk Water, National Grid, Essex County Council.

- 2.4.2 The Borough Council adopted its Infrastructure Delivery Plan (IDP) in 2015, identifying infrastructure needed to support the delivery of development as set out in the Core Strategy and SCAAP. The IDP identifies a detailed list of infrastructure provision, broad timescales for delivery, responsibility and costs. The infrastructure included within the IDP includes items identified by the Borough Council and other infrastructure service providers<sup>2</sup> in order to ensure a comprehensive understanding of what is needed (as set out in paragraph 1.5 of the IDP). Infrastructure providers were asked to prioritise the infrastructure requests and identify critical projects that they considered must happen to enable the growth identified in the Development Plan period up to 2021.
- 2.4.3 There has been further dialogue and consultation with infrastructure providers through the preparation of the SCAAP, and none have objected to the SCAAP.
- 2.4.4 The Borough Council has consulted a wide range of local businesses, community groups and agencies through the preparation of the SCAAP, as set out in Appendix 4 of the Consultation Statement. The Consultation Statement sets out how representations have been taken into account during preparation of the plan.
- 2.4.5 The Borough Council has also undertaken a number of consultation events, in addition to the statutory public consultation on all iterations of the SCAAP, as set out in the Consultation Statement, including: drop-in exhibition at The Victoria's and The Royals Shopping Centres from 14-16<sup>th</sup> July 2010 (Issues and Options stage); Consultation workshops at Park Inn Palace Hotel from 20-21<sup>st</sup> January 2016 (Preferred Approach stage); and Open Access Southend at Victoria Shopping Centre on 15<sup>th</sup> November 2016 (Revised Proposed Submission stage). All these venues are located within the Central Area. In addition presentations to the BID Committee were held on 14<sup>th</sup> January 2016 (Preferred Approach stage).

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<sup>2</sup> Those infrastructure providers contacted as part of the IDP consultation are set out in Appendix 1 of the CIL Overview Report (February 2015). Appendices 2 – 6 of the Report, document the basis upon which these consultees were asked to respond.