DPD 4 Seafront Area Action Plan

Please note individual Zone Maps within Section 4 have been removed from this web version of the document due to the size, making them unsuitable for download. They are available to download individually but still range between 1mb up to 3mb.

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Section 4. Seafront Character Zones

Zone 1: Two Tree Island, Leigh Marshes and Belton Hills

4.1 This zone comprises of the area known as Two Tree Island and associated creeks, Belton Hills and Leigh Station and the C2C railway line. From the foreshore, the area is dissected by the railway line with Belton Hills Public Open Space rising up the cliff steeply to Marine Parade which is fronted by large, attractive pre-war and interwar housing with extensive open views over the estuary.

Issues

4.2 Leigh Station is on the C2c line (Fenchurch Street (London) to Shoeburyness) to the south of the station there is a large car park and further south there is a Civic Amenity Site. It is identified as a Key Urban Interchange in the LTP and has the potential to provide a public transport access to both this Character Zone. An extended role for the existing commuter car park for visitors to the area would also reduce vehicle activity in the Old Town. There are however issues relating to the adequacy of the access road to the car park which is currently a narrow single width carriageway crossing a bridge.

Question 4 [1]

Is there any reason why the Seafront Area Action plan should not promote the Park and Ride facility at Leigh Station Car Park and associated improvements to footpath access to Leigh Old Town

- 4.3 Active and passive recreational pursuits are the main activities in the area and include:
 - marine activities with associated slipways and moorings,
 - public open space provision for
 - o active recreation such as football pitches and a golf driving range and
 - o passive recreation associated with Hadleigh Castle Country Park and the Nature Reserve (wildlife interest). Belton Hills in particular comprises extensive gardens and park land.
- 4.4 The area is to the most part covered by national and international designations for nature conservation including a RAMSAR site and Site of Special Scientific Interest (SSSI) and Nature Reserve. In terms of planning designation, the area is mostly within the Green Belt and has been designated as a Special Landscape Area and Coastal Protection Area in the adopted Borough Local Plan to which Policies G1, G5 and G7 apply respectively. The area is also a Nature Reserve (BLP Policy G6). Leigh Station, the car park and a small area of land to the south are not within the Green Belt boundary. The Cliffs are unstable in the Belton Hills area and coastal squeeze, resulting from rising sea levels, is impacting on the SSSI in this area.
- 4.5 There is scope to provide additional and improved recreational facilities on Two Tree Island for local residents (particularly young people) and enhance the

attractiveness of the 'offer' to visitors. These could include cafe and improved visitor centre (in association with improvements to the management and maintenance of the nature reserve) and Multi Use Game Area, Skateboard Park, or Archery Range etc. However, the policies in the adopted Borough Local Plan which deal with nature conservation, coastal protection and Green Belt specifically restrict any development in areas to which these apply ('saved' BLP Policies G5 – Special Landscape Areas; G6 – Nature Conservation and G7 – Coastal Protection).

Question 4 [2]

Is there a reason why the existing 'saved' BLP Policies G5 – Special Landscape Areas; G6 – Nature Conservation and G7 – Coastal Protection; G1 – Green Belt in the area south of Leigh Station car park should not be deleted?

If so should the approach be to maintain the overall approach to protection and enhancement of the natural environment as set out in these policies but allow for appropriate recreational development provided its impact on the natural environment, processes and landscape is limited and/or mitigated against?

Question 4 [3]

Is there a reason why the Green Belt boundary should not be realigned to accommodate additional or improved recreational facilities to the south of Leigh Station car park whilst ensuring that valuable areas that contribute significantly to the role of Hadleigh Castle Country Park and Nature Reserve in the area are maintained within a functional Green Belt.

Zone 2: Leigh Port and Leigh Old Town

- 4.6 The commercial fishing, harbour storage and processing facilities line the immediate frontage along the railway line in this zone. Between Leigh Station and the Old Town, residential properties contour the landform as it rises to the Belton Hills area
- 4.7 Leigh Old Town is a Conservation Area and comprises residential properties, active working port, boat building and increasingly, activities related to leisure and tourism such as cafes and restaurants, and heritage and cultural facilities. Both residents and visitors hold the area in very high regard as a heritage jewel.
- 4.8 There is road access to the Old Town and several small car parks associated with the pubs and commercial activities. There is also a pathway and narrow vehicle access south of the railway line between the Old Town and Leigh Station. Footbridges in two locations allow access over the railway line to the Old Town from Leigh.
- 4.9 Beach access in this area is restricted by a combination of commercial fisheries harbour and the proximity of the main Leigh Creek channel.

Issues

- 4.10 Leigh Old Town is a major leisure and tourism asset, its appeal drawing on its heritage and working port activities. However, there is a perceived conflict between the heritage and conservation requirements; the maintenance and support of the fisheries and working port activities; and the increasing desire to capitalise on the uniqueness of the area for culture, tourism and leisure activities. 'Saved' Policy C5 'Leigh Old Town' in the adopted Borough Local Plan recognises and seeks to resolve these issues but also specifically restricts the loss of marine industrial uses to other uses.
- 4.11 Core Strategy DPD Policy CP1 'Employment Generating Development' promotes the development of broad based leisure and tourism facilities as a key element of economic regeneration in the Borough and also supports the regeneration of Leigh Port.
- 4.12 Heritage and the working port activities are the area's appeal and should be supported and enhanced. Nevertheless there is scope to enhance the leisure and tourism offer.

Question 4 [4]

Should the restriction on the loss of marine industrial and associated uses to other uses be relaxed?

OR

Should 'saved' Policy C5: Leigh Old Town in the adopted Borough Local Plan be retained and carried forward into the Area Action Plan

Question 4 [5]

Should the existing designation of the Leigh Old Town Conservation Area be retained?

OR

Should the specific heritage and functional character of the area be promoted through a 'Design Code' that would respond to the area's special nature?

4.13 There is a degree of conflict between vehicle movements, high levels of pedestrian activity and cyclists along the main thoroughfare in Leigh Old Town. Its amenities mean that it is a jewel on the SUSTRANS National Cycle route from Shoeburyness to London and walking route along the Southend Seafront. There is scope, however, to restrict unnecessary traffic into the Old Town whilst allowing commercial traffic to function. There are also opportunities to reduce visitor traffic by providing a more attractive and better articulated walking route between the proposed 'park and ride' facility at Leigh station. Reduced vehicle activity would also allow for enhanced footpaths and cycle route through the Old Town as part of the Seafront footpath and SUSTRANS National Cycle Route.

Question 4 [6]

Is there a reason why the Area Action plan should not actively seek the reduction in non-essential traffic into the old town in association with promoting use of car parks outside the area (including potential Park and Ride at Leigh Station) and specific requirements to promote improved footpaths and the implementation of the SUSTRANS cycle route?

Zone 3: The Cinder Path (Leigh Old Town to Chalkwell Station)

- 4.14 The railway track and Chalkwell Station building dominate the sea frontage in this zone. Residential and parkland areas line the higher ground which rises steeply behind the railway line. The sea defence along the cinder path is highly engineered with a pitched stone revetment in various states of repair covered by tar. The path itself is narrow and traffic free and at either end is Bell Wharf beach and Jocelyn's beach, which are well used. Foreshore development includes a low tide retaining paddling pool, boat storage and slipways and the large permanently moored 'Essex Yacht Club vessel, currently the 'Wilton'.
- Undercliff Gardens residential area lies at the base of the cliff. Above, along Cliff Parade and Grand Parade, every decade's style is represented in the residential properties lining the north side of the road from where there are magnificent views over the estuary. There are park areas reaching down from the road to the railway line and pedestrian footbridges over the railway line at two locations.

Issues

4.16 The open character and estuary views from Grand Parade and Cliff Parade and park remain under pressure from development in Undercliff Gardens and their associated parking facilities. 'Saved' Policy C12 'Undercliff Gardens' in the adopted Borough Local Plan recognises the importance of conserving the quality of the area and generally open undeveloped frontage and associated estuary views from Grand and Cliff Parade. As such it sets out particular development objectives with associated design guidance for Undercliff Gardens. It is considered important to continue to protect and enhance the open character and estuary views and improve the design quality of new development in Undercliff Gardens, Grand Parade and Cliff Parade.

Question 4 [7]

Is there a reason why saved' Policy C12 'Undercliff Gardens' in the adopted Borough Local Plan should not be deleted and replaced with a specific design code for Undercliff Gardens, Grand Parade and Cliff Parade that promotes new development of the highest design and quality, whilst retaining the open aspect and estuary views?

4.17 The cinder path itself along the seafront affords a narrow poor quality link in the seafront footpath with poor lighting, unattractive 'street furniture' and graffiti. Cycling is currently prohibited causing a significant break within the National Southend on Sea Local Development Framework

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SUSTRANS route at this point and the narrowness of the path and ownership issues present problems for any solution. However, the quiet, traffic free nature and open aspect of this stretch of the seafront footpath is an asset that should be utilised to enhance the pedestrian and cycle linkages both east-west and north south.

- 4.18 Existing foreshore development (paddling pool, slipways and boat storage) and the shelters and seating areas are unattractive and poor quality and there is a lack of facilities along this stretch of the seafront. 'Saved' Policy C16 'Foreshore Views' specifically limits development south of the cinder path to redevelopment of existing structures. The highly engineered nature of the revetment and its width provide an opportunity to widen the footpath to provide for a segregated cycle path and increase the area at the spiral footbridge for additional facilities. Introducing greater activity. Increased natural surveillance and improved lighting would also reduce the incidence of vandalism and anti-social behaviour.
- 4.19 Options that could be promoted in planning policy for this Character Zone include:
 - I. Deck over the existing engineered revetment to:
 - a) Increase the width of the footpath to provide for improvements to the footpath and introduce a segregated cycle track as part of the SUSTRANS route
 - b) create a larger foreshore space at the foot of the 'spiral footbridge over the railway line to provide for additional facilities and provide an interesting landmark
 - II. Introduce improved seating and lighting
 - III. Protect the open nature of the footpath itself from foreshore development such as beach huts etc
 - IV. Protect and enhance Bell Wharf beach and Jocelyn's Beach at either end of the cinder path

Question 4 [8]

Is there a reason why this approach to the Cinder path should not be promoted in the Area Action Plan?

Zone 4: Chalkwell Station to Palmeira Avenue

- 4.20 This zone is a popular water based recreation area due to good beach access and wide promenade which is separated for the most part from the road. It has relatively good parking facilities in a cul-de-sac hidden behind the promenade. The station also provides public transport access. It also has several facilities serving visitors such as cafes and kiosks.
- 4.21 The stretch of seafront from Chalkwell Station to Grosvenor Road comprises the Esplanade fronted by ornamental landscaped areas and promenade with an open aspect to the foreshore. East from Chalkwell Station, car parking, bowling greens and other leisure facilities line the sea frontage. The vertical concrete masonry block- work wall is fronted by sand beach levels which are reducing. The beach and foreshore here are actively used for water based activities and recreation such

as windsurfing. The promenade is wide and to varying degrees well separated from the road. There are several existing structures such as toilet blocks, cafes and shelters along the promenade. Moving towards Grosvenor Road there are beach huts on the foreshore and the road begins to run alongside a narrower promenade. The foreshore is mainly used for bathing and beach based recreation. Large family dwellings line the north side of the road. From Chalkwell Avenue eastwards there are increasing numbers of newer flatted development.

4.22 East of Grosvenor Road the promenade and road run alongside. The foreshore is primarily beach dominated retained by timber groyne fields and graded pitched stone revetment. There is good access to the beach and again there are several existing structures (toilet facilities and shelter) particularly along the north side of the road. Residential properties lining the north side of the road start to rise up along higher ground, they are large and distinctive family dwellings and are designated a Conservation Area.

Issues

- 4.23 The open aspect of the foreshore and beaches, broad promenade and landscaped areas are this areas key asset. However, the beaches are subject to erosion and in need of replenishment. Issues relating to maintaining the integrity of beach defences in conjunction with economic and social benefits are discussed in Section 3.
- 4.24 There are beach huts at the western end of this Zone which would benefit from improvements in design. However, the open aspect of this stretch of seafront means that proliferation of beach huts south of the seawall would not be welcomed. Design guidance is now provided by the adopted Design and Townscape Guide SPD. 'Saved' Policy C16 'Foreshore Views' in the Borough Local Plan provides for improvements to beach huts in line with adopted design guidance and specific restrictions to not exceed existing floor area or impact on the existing beech area.

Question 4 [9]

Should the provisions of 'saved' policy C16 'Foreshore Views' of the Borough Local Plan relating to beach hut development be carried forward in the policy framework for this Character Zone.

4.25 The existing structures on the promenade and seafront road, such as shelters, toilet facilities and kiosks vary in quality and in some instances are redundant and vandalised. The quality of the visitor offer could be improved, therefore, by a flexible approach to reuse and redevelopment of the existing structures. 'Saved' Policy C16 – 'Foreshore Views' specifically limits development south of the seafront road to replacement of existing structures. However, the existing structures along the promenade are tired, often vandalised and of poor quality and do not provide the quality of facilities that this popular area deserves.

Question 4 [9a]

Is there a reason why the Seafront Area Action Plan should not actively promote, through development Briefs and appropriate Design Code, improvements to the architecture and provision of enhanced facilities, based on the existing structures in this Zone?

- 4.26 The residential properties along the north side of the seafront road are increasingly under pressure for redevelopment and there is a danger of the quality of the built environment fronting the seafront being compromised by inappropriate development particularly that which either does not respect existing rooflines or does not contribute quality streetscape value. East of Grosvenor Road the Conservation Area designation provides a context for the townscape. It is considered that the quality of the built environment should be protected and enhanced through careful design guidance particularly with regard to the height of new buildings.
- 4.27 To complement the adopted Design and Townscape Guide SPD and building on the context provided by the Conservation Area designation (where appropriate) a design code could be introduced for this zone which at its core seeks to:
 - Maintain the existing roofline in the area between Chalkwell Avenue and Grosvenor Road
 - Permit tall buildings only where they provide a reference point in the townscape and remain interspersed and not coalesce to create a new roofline in the area between Grosvenor Road to Palmeira Avenue

Question 4 [10]

Do you think these are the right design principles to be incorporated into a Design Code for this Character Zone? Are there any others you think should be considered?

- 4.28 Within this Character Zone the seafront road, which starts at Chalkwell Avenue and travels eastwards, is designated as the Central Seafront Corridor in the LTP route hierarchy, reflecting the special characteristics of this route related to its role as a through route for traffic and its leisure and special events activities. Conflict between vehicle movement and pedestrian is less of an issue in this Zone due to the wide promenade and gardens south of the road.
- 4.29 There is, however, potential for conflict on the promenade between the major pedestrian walkway and the desire to use it as part of the seafront SUSTRANS cycle route. The broad nature of the road and promenade means that there is an opportunity to provide for a well designed segregated cycle way as part of the SUSTRANS route on the promenade in a way that does not conflict with the main function for pedestrians.

Question 4 [11]

Do you agree that proposals in this Zone should facilitate a segregated cycle path either within the existing promenade or on the road carriageway?

Zone 5: Central Seafront Area (Palmeira Avenue to former Corporation Loading Jetty)

- 4.30 The 'Arches' cafes just to the east of Palmeira Road marks the start of increasingly commercial activities related to tourism and culture and a greater degree of associated development along the seafront.
- 4.31 Between Palmeira Road and just west of the Pier the seafront is dominated by the seafront road and extensive areas of parking in the centre of the carriageway. The Esplanade is fronted by beautiful ornamental landscaped garden areas rising up the cliffs backed by mixed residential and hotel accommodation located on the higher ground. The Cliffs Pavilion provides a majestic structure and major cultural venue on the top of the cliff gardens. In addition the cliffs and foreshore comprise a mixture of structures and facilities for sailing, cafes and deck chair areas. The foreshore is primarily sand dominated all of which, except the child friendly 'Three Shells Beach is covered at high waters, with a graded pitched stone revetment. There are several decked areas over the revetment and at the eastern end of the parade of 'arches' cafes, a substantial 'bastion' extends into the foreshore.
- 4.32 In the centre of this zone is Southend Pleasure Pier, a national and international asset as well as being a major icon for the Town. The new Pier entrance received unconditional support from English Heritage and two awards from The Royal Institute of British Architects (RIBA). Along with the remodelling of Pier Hill to create a vibrant townscape and associated cliffs lift/watchtower the face of this major attraction has changed radically. It has also improved the pedestrian linkages between the town centre and the seafront. Either side of the Pier is the vibrant Adventure Island theme park, a major visitor attraction.
- 4.33 East of the Pier provides the traditional seaside arcades, cafes and restaurants, pubs and the recently rejuvenated Kursaal. The road and parking here also dominates the seafront. To the north of the seafront arcades is Seaway car park. The esplanade here is protected by seawall and the foreshore has benefited from major beach replenishment provided primarily to protect the failing revetment but also providing a significant amenity. Further east activity levels start to decrease but there are still attractions such as the Sea Life Centre, pubs, cafes and crazy golf. The Promenade is at its widest at the Sea Life Centre and also accommodates a car park.

Issues

4.34 Millions of visitors are drawn to this part of the seafront attracted by the Pier, Adventure Island and arcades and the proximity of the town centre. Radical improvements have started in this zone with the award winning Pier entrance and Pier Hill work. However, to the west of the Pier existing facilities and structures are tired and under used. There is potential to revitalise the offer and provide additional and enhanced facilities, building on the quality standards for design set by recent development.

- 4.35 In November 2002 a major landslip on the cliffs occurred causing loss of the bandstand and damage to the landscape area. Slippage also occurred towards the western end of the Cliffs gardens. The cliffs remain unstable and remedial work is costly. There is a need to seek private sector investment to assist financing remedial work and this may provide an opportunity to meet aspirations to enhance the tourism and culture offer in the town (particularly in relation to a prestigious home for the Saxon King finds).
- 4.36 With regard to natural assets, recent sea defence work has significantly improved the beaches in this zone and the Cliffs ornamental gardens remain a jewel along the seafront and should be maintained and enhanced.
- 4.37 'Saved' Policy L2 Central Seafront Area promotes the introduction of new leisure facilities and the introduction of specific measures to improve the environment for visitors. Some of this work has been achieved and their is potential to roll forward this approach to encompass more exciting ideas highlighted in recent studies and from this consultation.
- 4.38 Policy L2 also introduces a more relaxed approach to development proposals south of the seafront road in this central seafront area, provided they have regard to a set of criteria to maintain the tourism offer, parking, highway and estuary issues etc.
- 4.39 The development of this Area Action Plan provides an opportunity to develop a strategy and policy framework for future development proposals that sets out specific roles for areas of development potential and secures a vibrant tourism and cultural offer in this important part of the seafront. This development rational could be based around the following potential Strategic Development Areas
 - The Bastion and the Leas toilet block redevelop and refurbish facilities
 to provide improved cafe and toilet facilities and create a landmark gateway
 at the entrance to the central seafront area
 - 2. **Existing Rossi Cafe and the access to Cliffs Pavilion** support the refurbishment and extension of existing facilities and create quality linkage between the seafront road and Cliffs Pavilion
 - 3. **Cliff Gardens** introduce an element of residential, realign promenade the seaward frontage and stabilise Cliff area
 - 4. **Promenade / revetment west of Pier** including and between two decked areas over the foreshore replace existing decking with a larger boardwalk decked area to facilitate trim trail or gym recreation uses
 - 5. **Bandstand and Cliff Gardens** (cliff slip area) promote the development of a major cultural centre housing the Saxon King finds, museum services, relocation of the Beecroft Art Gallery, restaurant and parking and replacement bandstand and associated cliff stabilisation
 - 6. **Palace Hotel and public space south of Debenhams** refurbishment of Palace Hotel underway, improve public realm and provide for cafe or restaurant facility

- 7. **Seaway Car Park** roll forward a modified Proposal P9k to meet the challenges and opportunities for regeneration of the seafront and town centre with associated improved pedestrian access to both the seafront and Town Centre
- 8. Golden Mile including area known as Dizzy Land improvements to the built environment, access to seaway car park and enhanced quality of tourism offer
- 9. **Jubilee Beach and Promenade** Introduce public realm improvements to take forward an Urban Beach Approach
- 10. **Sea Life Centre and surrounds** promote improved destination and water based visitor attraction
- 11. **Former Corporation Loading Jetty -** retain flushing chamber with solid walls as platform for cafe or restaurant. The suspended deck on columns is structurally unsound and must be demolished at the earliest opportunity
- 12. **Esplanade House** redevelop mixed use landmark development to provide Gateway to Central Area from the west

Question 4 [12]

Is the development rational set out above the right approach to regeneration in this important seafront location? Is there a reason why any of the Strategic Development Areas should not be promoted in the manner suggested. Are there alternative uses or attractions you would wish to see promoted in this Zone?

- 4.40 Saved' Policy L3 Southend Pier recognises the importance of the Pier and its Grade II Listed building status and seeks to safeguard its future and promote development at the Pier head. The Pier fire of 2005 saw the significance of this structure as it captured national and international attention. As unfortunate as this incident was it is an opportunity to place a major focus on the future of the famous landmark. This will undoubtedly involve new development. There needs to be more of a reason to travel the Pier length which both celebrates its history but also demonstrates its ability to move forward and once again provide a strong focus for visitors and residents alike.
- 4.41 It is imperative that any future development is of the highest design quality reflecting the importance given to this local, national and international icon as well as being a grade II listed structure. There is also a need to seek private sector investment into the future development and operational management of the Pier.
- 4.42 The Council is already developing through its in depth scrutiny process a set of clear criteria for the type of design approach that will be required of the Pier and options/themes for development. Acceptance of a design philosophy would assist in the development of themes and options and avoid proposals being submitted that don't meet the quality and style required. It is considered that the outcome of this process should form the basis of a new policy framework for the regeneration of the Pier within this Area Action Plan.

Question 4 [13]

Is there a reason why the policy framework for regeneration of the Pier should not be based on a clear criteria for the type of design approach that will be required and the provision of options and themes for development?

- 4.43 The seafront road itself, the level of traffic and intrusive parking dominates and conflicts with the large volume of pedestrian activity in this vibrant tourist area. The promenade and road vary in width but there is ample scope for improvements to the pedestrian environment and leisure facilities offered, particularly in the area west of the Sea Life Centre and between the existing Casino and Arches Cafes. Maximising the promenade would have implications for road carriageway/parking provision in some areas.
- 4.44 Visitor car parking facilities remain crucial to support commercial tourism and there is scope to improve the facilities and access to Seaway and Shorefield Road car parks. Existing Proposal P9k in Borough Local Plan advocates multi storey car parking scheme with the potential for a well designed retail store with possible residential to Herbert Grove frontage. Given the prominent nature of the site and gateway importance, design quality of any development will be important.
- 4.45 Options relating to movement and parking are discussed in Section 3 paragraph 3.57. However, the following suggested options relate to this Zone:
 - I. rationalisation of road space to create pedestrian piazzas, leisure opportunities and environmental improvements in the central seafront area;
 - II. rationalisation of seafront parking west of the Pier in association with increased capacity at Shorefields car park;
 - III. consideration of car parking as part of Cliff Gardens stabilisation works;
 - IV. re-provision of car parking in conjunction with the redevelopment of the Seaway Car Park (to include parking displaced from the seafront);
 - V. relocation of parking lost at Dizzyland Car Park to a new facility to be provided as part of the redevelopment of the Dizzyland site;
 - VI. Promote the continuation of the segregated SUSTRANS cycle track along the seafront

Question 4 [14]

Is this the right approach to movement and parking issues in Central Seafront Area? Do you consider these options to be of equal importance?

Zone 6: Former Corporation Loading Jetty to Thorpe Hall Avenue

4.46 Mixed built development lines the north side of Eastern Esplanade frontage which comprises a mixture of commercial premises, restaurants, hotels and flatted development becoming more predominantly residential towards the east. The building height currently does not exceed four storeys.

- 4.47 The foreshore is primarily made up of sand and some shingle retained under a groyne field and backed by a vertical sea wall of varying heights. The main activities in this area are water based recreation such as sailing and windsurfing.
- 4.48 The road and promenade run along side each other and are narrower than other parts of the seafront. South of the seafront road there are several structures including the Marine Activities Centre, the newly developed 'Ocean Beach Bar', slip ways and boat storage facilities and a number of shelters.
- 4.49 The seafront road functions primarily as a distributor route here and there is less pedestrian movement and activity. Visitor parking is limited to bays on the seafront road and narrow residential streets. A completed section of the SUSTRANs segregated cycle route runs along the promenade and is very popular with families and recreational cyclists.

Issues

4.50 It is not envisaged that there is a need for major development proposals in this area and the overall approach would be to enhance the existing amenities and environment. In this regard like elsewhere along the seafront the existing structures along the foreshore such as shelters and cafes are of poor quality and underused and 'saved' Borough Local Plan Policies can serve to restrict their refurbishment and renewal (Policy C16 - Foreshore Views).

Question 4 [15]

Is there a reason why the Seafront Area Action Plan should not actively promote, through development Briefs and appropriate Design Code, improvements to the architecture and provision of enhanced facilities, based on the existing structures in this Zone?

4.51 It may be desirable to restrict any new development on the north side of Eastern Esplanade to four storeys to maintain the character and amenities of the area

Question 4 [16]

Do you think this design principle should be incorporated into a Design Code for this Character Zone? Are there any others you think should be considered?

Zone 7: Thorpe Hall Avenue to Ness Road

4.52 Beach hut and leisure facilities line the immediate sea frontage with areas of worn and degraded grassland formally part of Shoebury Common. Large areas of maintained grass lands, planted beds and sports facilities (tennis club) line both sides of Thorpe Esplanade giving way to substantial / large residential properties further inland. The SUSTRANS segregated cycle route has been completed effectively in this zone.

4.53 The beach comprises shingle, sand and a high cockle content particularly in the Shoebury Common area. It is divided by timber groyne fields with the backshore protected by concrete seawalls. The frontage is characterised by numerous beach huts some of which built on timber piles. Sailing is popular here ad there are associated sailing clubs, slipways and boat storage facilities along the seafront.

Issues

- 4.54 This area has a charm of its own based around the open parks and beach recreation. For the foreseeable future it is not envisaged that any major development or change should occur in this character zone.
- 4.55 The parks and gardens have a role to play in the towns open space and green grid strategy and the policy approach should be to protect and enhance these areas.
- 4.56 The built environment fronting the road and gardens along the seafront in this Zone are characterised by substantial residences in single plots. The newly adopted Design and Townscape Guide SPD provides the design guidance required to maintain the high standard of residential environment and amenities in this area. However, there may be an opportunity to include a specific design code for this area which reflects the context more fully.
- 4.57 The overall approach should be to limit development and protect and enhance the areas parks and gardens

Question 4 [16]

Do you think this Character Zone requires a specific Design Code over and above the guidance provided the Design and Townscape Guide SPD?

Zone 8: Shoeburyness (excluding the New Ranges)

- 4.58 Up until recently the seafront between the coast guard look out and Rampart Terrace area was owned and operated by the MOD and known as Shoebury Garrison. Under the guidance of an agreed Development Brief for the area work has commenced on a major mixed use development including housing employment, recreation and leisure uses. The foreshore is sand and shingle with timber groyne fields and a variety of hard concrete revetment systems protecting the backshore. Behind is a large area of open space and remnant dune system.
- 4.59 In the George Street area, residential properties extend to the frontage adjacent to Shoebury Garrison site. Further north is Shoebury East Beach. This area comprises grass car park, grassland and beach and a large caravan and camping site adjacent to the sea frontage. Shoeburyness 'New Ranges' occupies the foreshore northwards from here to the Borough Boundary and is still operated by the MOD.

Issues

- 4.60 Shoeburyness is identified in the Core Strategy DPD as a priority urban area which has the potential for regeneration and growth primarily based around improvements to the existing industrial estates and successful mixed use development taking place at Shoebury Garrison and New Ranges.
- 4.61 Shoebury Garrison in now being successfully regenerated and redeveloped incorporating effective sea defence improvements. The adopted Development Brief for the site also makes provision for the development of a landmark/iconic building at this 'gateway' to the Thames Estuary. In addition proposals are also in place to realign the existing Gunners Park (including the Nature Reserve) east -west along the coast. At the same time it is intended to continue the footpath and SUSTRANS Cycle Route along the coast within the site.
- 4.62 It is considered that this Area Action Plan should incorporate the planning principles set out in relevant Development Briefs for sites in this Zone. In addition, there will need to be a policy framework (including a Design Code) that protects and enhances the area in the future. Options that could be considered for this Zone include:
 - I. ensuring the townscape value of tall buildings is used to best effect in specific foreshore areas;
 - II. respecting the heritage of the Shoebury Garrison Conservation Area;
 - III. maximising the foreshore as an asset by promoting appropriate recreation and leisure facilities;
 - IV. promoting the provision of continuous segregated footpath and cycleway along the seafront in all new developments

Question 4 [17]

Do you think these principles should be incorporated into the policy framework for this Character Zone? Are there any others you think should be considered?

4.63 'Saved' Policy L9 'Caravan and Camping Accommodation' currently restricts the extension of the existing site at Shoebury East Beach unless certain criteria can be met.

Question 4 [18]

Should the policy approach in the Area Action Plan actively protect against the loss of the existing caravan site at Shoebury East Beach as the one opportunity in the Borough for such use?

OR

Should the policy approach allow the use of the site for more permanent residential development?

Section 5. What else the Council would like to know

Site-specific issues

5.1 It would be useful for the Council to know the following information for the sites you think we should consider safeguarding or proposing for development (please try and limit the amount of information you provide for each site to no more than two sides of A4 paper):

Question 5 [1]

- a. Where is the site? (If you can, please identify it on a map and indicate its boundaries)
- b. Do you think the site should be safeguarded or developed?
- c. If you think it should be developed what use(s) do you think it should be developed for?
- d. Why do you think it should be developed or safeguarded?
- e. Does your proposal conform with the policy framework of the Core Strategy DPD and in what way?

'Saved' adopted Borough Local Plan Policies

5.2 In addition to the specific questions posed through out Section 3 and 4, the Borough Council would welcome any comments you might have on the merits or otherwise of the saved policies in the adopted Borough Local Plan (See Appendix 1) e.g should they be carried forward, carried forward but modified, deleted as no longer appropriate?

Any other comments or further issues

5.3 Within the Seafront Area Action Plan are there any issues the Council should be trying to address within its new planning policy documents?

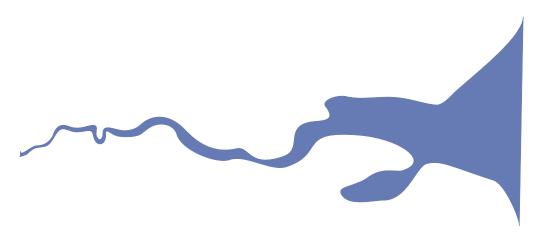
Section 6. What Happens Next?

6.1 Consultation on this issues and options document will be an ongoing process the intention of which is to open debate and enable those who have an interest in the area covered by the Area Action Plan to encourage local communities and all stakeholders to be involved at the outset and throughout the preparation of the Area Action Plan. The stages in the timetable for production of this Area Action Plan for the seafront is as follows:

Pre-Submission Consultation (Regulation 25) - this Plan	December 2006 / January 2007
Preferred Options Public Participation (Regulation	July 2007
26)	
Submission to Secretary of State	January 2008
Target date for Examination	September 2008
Proposed date for Adoption	January 2009

- 6.2 This report represents the first stage in the plan preparation process, namely 'Presubmission Consultation'. It is a targeted consultation with key stakeholders. However, the Plan is available to download on the Borough Council web site or available for viewing at the Civic Centre and all public libraries within the Borough. It is also available in alternative formats (see cover inset page).
- 6.3 After the consultation period has ended. The Council will take into account all comments made before preparing a *Preferred Options Document* which will then be subject to wider public consultation. This will detail preferred policy options.
- 6.4 The Council will also take into account the findings of research and surveys that will be undertaken by consultants on behalf of 'Renaissance Southend' as part of the preparation of the Masterplan for the town centre and central seafront area. Comments made on the emerging Masterplan by key stakeholders and other interested parties will also be taken into consideration in developing preferred policies for the seafront.

Appendices



'Saved' Policies in the adopted Southend on Sea Borough Local Plan

'Saved' Policy	Content
Policy G1 – Development within the Green Belt	Within the Green Belt, permission will not be given, except in very special circumstances, for the construction of new buildings or for the change of use, replacement or extension of existing buildings, other than reasonable extensions to existing dwellings (see also Policy G4). Proposals for such extensions which significantly increase the building envelope or do not reflect the scale, design and materials of the existing dwelling; which impair the visual appearance of the Green Belt; or which create a dwelling out of scale and character with its neighbours will not be permitted. Permission may, however, be given to development proposals for the following purposes: I. agriculture, mineral extraction or forestry; II. small scale facilities for outdoor participatory sport and recreation; III. institutions requiring large grounds; IV. cemeteries or similar uses which are open in character, provided that all buildings contained within such developments are of such a scale, design and siting that the appearance of the countryside and the character of the Green Belt is not impaired.
Policy G5 -	Policy cross reference : G4 Special Countryside Area Within those areas defined as Special Landscape Areas on the Proposals Map, in addition to the requirements of Policy G3,
Special	development proposals will be refused unless their location, siting, design and materials, and landscaping accord with the character
Landscape	of the area in which they are proposed.
Areas	
	Policy Cross Reference : G3 Landscape Protection and Improvement
Policy G6 - Nature Conservation	Development will not be permitted in those areas delineated on the Proposals Map as being within a Nature Reserve, Site of Special Scientific Interest or Ancient Woodland, or which are subsequently notified as such, unless it can be shown that there will be no adverse effects on plants or animals in their natural surroundings and that physical and natural features will be protected. The Council will also seek to protect wildlife habitats identified elsewhere are being important to nature conservation.
	The advice of relevant nature conservation agencies and local organisations will be sought in relation to proposed development affecting identified wildlife habitats. The Council will also seek the proper management and maintenance of sites identified as being of nature conservation value, in particular Sites of Special Scientific Interest, Nature Reserves and Ancient Woodlands.
Policy G7 - Coastal	There shall be the most stringent restrictions on development in those coastal areas of Belton Hills, Leigh Marshes and Two Tree Island delineated on the Proposals Map. Proposals for recreation development will be permitted within these areas only if they are

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Protection	open and informal in nature and do not adversely affect its rural character and wildlife or important local views.
Policy C5 - Leigh Old Town	Within the Leigh Old Town Conservation Area, in addition to Policy C4 the Council will require the retention of commercial, leisure and residential uses appropriate to its character as a working marine village, and will seek to reduce vehicular access for non-essential traffic. Permission will normally be refused for the loss of marine industrial uses and associated facilities. Development of existing cockle sheds to provide improved processing facilities will be encouraged subject to the design guidelines set out in Appendix 2 being met. The use of existing cockle sheds will be restricted to the processing, storage and sale of fish, shellfish and other marine products traditionally associated with Leigh Old Town. Additional parking facilities will be sought outside the Conservation Area.
	Policy Cross References: C4 Conservation Areas and Appendix 2 Design Guidelines for Conservation Areas.
Policy C12 - Undercliff Gardens	In order to conserve the quality of this area and the generally open undeveloped frontage to Grand Parade with associated estuary views, the Borough Council will require all development proposals to meet the following objectives, as appropriate:
	 i. the preservation of existing views of the estuary including the foreshore from Grand Parade and adjoining streets, from Cliff Parade and from Cliff Gardens; ii. the preservation of the generally open and undeveloped frontage to Grand Parade; iii. the preservation of Undercliff Gardens south of the building line as an area free of vehicular traffic and parking; iv. the preservation of existing garden areas as planted and landscaped areas providing views across the estuary; v. the harmonisation of new buildings, extensions and other works with their surroundings. In addition, all proposals will be required to comply with Policies C11, H5 and the specific design criteria relating to Undercliff Gardens set out in Appendix 2. Policy Cross Reference: C11 New Buildings, Extensions and Alterations, H5 Residential Design and Layout Considerations and
	Appendix 3 Townscape Policy Guidance
Policy C16 - Foreshore Views	The open character of the seafront and adjoining public and private open spaces, including the cliffs, will be protected and where possible enhanced. Development south of the seafront road (outside the Central Seafront Area) and south of the towpath between Chalkwell and Leigh Old Town will be strictly limited to:
	 i. the replacement of older seafront kiosks with modern architecturally designed kiosks in character with the surroundings. Where appropriate the Council will support the replacement of two existing kiosks with one new one; ii. the improvement or replacement of existing beach huts, (subject to the design criteria in Appendix 3), buildings and other structures which cater for recreational needs, without increasing their existing floor area of reducing the area of beach available to the public;

	and the following the state of		
	iii. the provision of additional water recreation facilities in accordance with Policy L4.		
	Policy Cross References : L4 Water Recreation and Appendix 3 Townscape Policy Guidance.		
Policy H5 - Residential Design and Layout	The Borough Council will require all development within residential streets and housing development elsewhere to be appropriate in its setting by respecting neighbouring development, existing residential amenities and the overall character of the locality, whilst also achieving a high standard of layout and design. In addition, where housing developments involve sites in excess of 0.5 hectares (net the Borough Council will normally require developers to set aside an area representing at least 10% of the net site area for use as		
Considerations	public amenity open space, to be provided in easily maintainable areas appropriate for adoption by the local authority and suitably landscaped. The Borough Council will also encourage developers to have regard to access and safety aspects when preparing proposals for housing development (see Policy U5).		
	Accordingly, in assessing design and layout aspects of development proposals within residential streets and other housing schemes, the Borough Council will have regard to its adopted design and layout guidelines contained in Appendix 4 to this Plan.		
	Policy Cross Reference : U5 Access and Safety in the Built Environment and Appendix 4 Design and Layout Guidelines for Housing.		
Policy L1 -	Proposals to provide new visitor attractions or improve existing tourist facilities will be encouraged where they enhance the resort's		
Facilities for	ability to attract and cater for visitors, increase local employment opportunities and provide for environmental improvements.		
Tourism			
Policy L2 -	Within the Central Seafront Area, as defined on the Proposals Map, the Borough Council will promote new leisure facilities and seek		
Central Seafront	to introduce the following measures to improve its environment for visitors:		
Area			
	1. the creation of a wide landscaped pedestrian concourse from the High Street to the loading jetty to include segregated facilities for cyclists;		
	2. the provision of a more direct pedestrian route from Seaway Car Park to the promenades;		
	3. improved rear servicing facilities for Marine Parade properties;		
	4. protection and enhancement of the character of historic buildings in the area, including those within the Kursaal Conservation Area; and		
	5. promotion of the redevelopment or refurbishment of other buildings, where appropriate.		
	Development proposals south of the seafront road will be considered where they are predominantly visitor orientated and contribute to the leisure and tourism facilities of the town, having regard in particular to their impact, if any, on the following:		

	1. the tidal regime of the Thames Estuary;
	2. sites of value to Nature Conservation (see also Proposal P1a);
	3. the availability of visitor parking facilities, public beaches and moorings;
	4. the long-term future of the Pier (see also Policy L3);
	5. wider foreshore views;
	6. the environment of the Central Seafront Area itself; and
	7. the highway network.
	A detailed environmental impact assessment will be required for any proposals likely to have significant environmental effects on the seafront or foreshore.
	In addition, planning permission will not normally be granted for proposals involving the reduction or loss of leisure facilities or associated car parking, unless the proposal increases the resort's ability to attract and cater for visitors, and results in environmental improvement.
	Policy Cross References : L3 Southend Pier (see below) and Proposal P1a (Southend Foreshore Local Nature Reserve)
Policy L3 - Southend Pier	Southend Pier will be retained over water as a traditional pleasure pier. In order to safeguard its future as a unique leisure facility for visitors to the town, development will be promoted at the pierhead, subject to the design of any building or structure being sympathetic with its designation as a Grade II Listed Building and subject to the need to retain access for sea anglers.
Policy L4 - Water Recreation	The provision of new and improved facilities for water recreation, including slipways, will be encouraged in appropriate locations where they do not reduce significantly the amount of beach available for public use or public accessibility to the foreshore, where adequate means of access can be provided and, outside the Central Seafront Area, where they do not restrict views of the foreshore from the promenade, beach or residential properties (see also Policy C16).
	Policy Cross Reference : C16 Foreshore Views, page 34.
Policy L5 -	The Borough Council will encourage the retention and development of existing entertainment, cultural and arts facilities and the
Entertainment	provision of new ones in support of local arts organisations - in particular by the establishment of a central community arts centre.
and The Arts	Permission will not normally be given for proposals involving the loss of such facilities unless it can clearly be shown that these can no longer be justified or that improved alternative provision is available
Policy L6 -	Within the Central Seafront Area and those areas defined as Visitor Accommodation Areas on the Proposals Map, proposals for the

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establishment, extension or improvement of hotel and guest house accommodation will be encouraged subject to the requirements of Hotels and **Guest Houses** Policy H5 and, within Conservation Areas, Policy C4. Elsewhere permission may be granted where the following criteria can be met: 1. the proposal is well related to the primary road network or the seafront promenades; 2. the character and amenities of residential streets are unlikely to be adversely affected, having regard to the size of the proposal and the level of activity generated; 3. conversion proposals involve properties which have a gross floor area of 160 square metres or more, in order to retain an adequate stock of single family dwelling houses, and to ensure the premises are suitable for the use; 4. the requirements of Policies H3, H5 and E5 are complied with. In addition, where the proposal affects a property or site within a Conservation Area, the requirements of Policy C4 can be met. In order to safeguard the stock of serviced accommodation in Southend and to ensure that the town remains attractive to visitors, the Borough Council will consider the need to prohibit future changes to a particular use or uses which would otherwise be permitted by virtue of the Use Classes Order. Where a proposal is considered to be for long-term residential accommodation, having regard to the guidelines in Appendix 5, it will be assessed in accordance with Policy H9. Policy Cross References: C4 Conservation Areas, H3 Retention of Small Family Houses, H5 Residential Design and Layout Considerations, H9 Non Self-Contained Residential Accommodation, E5 Non-Residential Uses Located Close to Housing, and Appendix 5 Non-Residential Policy Guidance. Policy L7 -Development which would involve the loss of any form of hotel/quest house accommodation in the Central Seafront Area and in Visitor Accommodation Areas, as defined on the Proposals Map, and elsewhere in establishments of 20 or more bedspaces*, will not Retention of Hotel And Guest normally be permitted unless: House Uses 1. there is an overriding need for the development which cannot be met elsewhere; 2. the development will enhance the quality and viability of the hotel/quest house; 3. there are overriding environmental reasons for the development.

The provision of self-catering accommodation in purpose-built developments which may include ancillary communal leisure facilities

will be encouraged within the Central Seafront Area. Elsewhere such proposals will be considered on their merits. The conversion of

residential property to self-catering accommodation will not normally be permitted unless it is located within a Visitor Accommodation Area and it provides self-contained accommodation to an appropriate standard for use by visitors. The Council may also require an

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Policy L8 - Self-

Accommodation

Caterina

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	applicant to enter into a legal agreement to restrict the use.		
Policy L9 - Caravan and Camping Accommodation	No additional permanent camping or caravan sites will be permitted within the Borough. In addition, the extension of the existing site at Shoebury East Beach may only be permitted if: 1. the extended site is screened by substantial landscaping from any nearby residential property and public areas; 2. the landscaping of the internal layout of the site provides a good standard of amenity for visitors; 3. there is control of noise from the site; 4. adequate parking space is maintained; and 5. it is used only for non-residential caravans, and provision is made for touring caravans.		
Policy L10 - Seafront Visitor Parking	The Council's adopted standards for car parking will normally apply to proposals for hotels, guest houses and seafront leisure development, in accordance with Policy T11. Within the Central Seafront Area and the Visitor Accommodation Areas, a relaxation of these standards will, however, be considered where proposals involve the conversion of existing premises and where they result in a desirable improvement of the resort's facilities for visitors, and, when leisure developments are involved, adequate alternative public parking is available close to the site.		
	Policy Cross Reference : T11 Parking Standards, page 155.		
Policy R5 - Parks and Gardens	The Borough Council will seek to ensure that no home within the Borough is more than half a mile from a neighbourhood park and from a children's play area containing fixed play equipment, and no more than one mile from a local park providing active and passive recreation facilities for all sections of the population.		
	Where these standards are not achieved, the Borough Council will give priority in the provision of new open space facilities to additional neighbourhood parks and children's playgrounds, and will positively promote the optimum use of its existing land holdings and open space facilities to overcome these deficiencies. The Borough Council will also have regard to the need to overcome these deficiencies in considering all proposals for the use of vacant or under-used land.		
	Permission will not normally be given for any proposal involving the loss of existing public open space facilities unless alternative provision is made to a standard at least equal to that provided by the facilities, the above standards are not prejudiced and the proposal is in accordance with Policy C15. Such alternative provision will normally be required to be laid out and available for use		

	before existing facilities are lost.	
	Policy Cross Reference : C15 Retention of Open Spaces	
Policy U3 -	The Borough Council will urge the responsible authority or company to improve the sewerage infrastructure, including the provision	
Sewage	of a full sewage treatment plant for the Borough to ensure clean sea-water and adequate capacity for proposed new development	
Disposal	over the plan period.	
Policy T7 - Seafront Access	The Borough Council will keep under review the need for the following improvements to the highway network in the light of propos for new leisure development on the seafront, or major developments elsewhere:	
	 i. the widening of Queensway Eastern spur to dual carriageway standard within existing highway land; ii. the widening of Southchurch Avenue to a standard appropriate to the requirements of the Highway Authority, such widening to be carried out as far as possible within existing highway limits and in connection with redevelopment for leisure purposes; iii. the improvement of the A12/A127 junction (Queensway and Victoria Avenue). 	

Appendix 2

Southend Local Strategic Partnership – Extract from Community Plan's Action Plan where relates to Seafront Issues

	High Level Objectives	High Level Actions – where relevant to Seafront AAP	High Level Outcomes – relevant to Seafront AAP
Prosperous Community – a prosperous local economy	Increase business survival Regenerate the town Deliver the ODPM Sustainable Communities Project Reducing unemployment	Establish and implementation of complementary Local Development and Regeneration Frameworks Support the delivery of the EEDA led Department for Communities and Local Government (DCLG) Sustainable Communities Plan projects relating to unemployment land at the Garrison development in Shoebury and master planning of the New Ranges in Shoebury Work with Southend Renaissance Ltd to secure funding from the DCLG Sustainable Communities Fund and other funding streams to support the physical regeneration of key sites in the borough including the development of a comprehensive Regeneration Framework Regeneration and development frameworks to be jobs and infrastructure lad	Quality new investment and employment generating development in the town, including 6,500 additional jobs and 1,650 additional homes in the Town Centre and central areas of Southend by 2021 50% success rate of external funding applications Increase in external grant and private sector investment secured in support of physical regeneration of key sites and locations Increase local job opportunities/sustained reductions in unemployment levels, including 13,000 additional jobs and an unemployment rate at or below the national level by 2021
Environmentally Aware Community - improved transport	Reduce congestion and improve accessibility to and	Secure appropriate Government and other investment to implement the Thames Gateway South Essex Business Plan for Transport	Year on year reductions in total number of killed and seriously injured casualties, to achieve a 40% reduction from the 1994-98 average by 2010

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and infrastructure and a Quality Environment	Improve safety for users of all modes of transport and accessibility to everyday facilities Achieve quality new development and significant improvement in the public realm Protect and enhance wildlife reserves and sites and encourage the care for wildlife in public open spaces, private gardens and allotments	Prepare and implement second Local Transport Plan (LTP2) for Southend (2006-2011) Continued implementation and development of road safety capital programme and child casualty reduction programme Ensure that roads are properly maintained to optimise traffic flow and reduce accident risk Prepare, maintain and implement a sustainable Local Development Framework for Southend, including a Design and Townscape Guide, requiring quality development, good design and appropriate developer contributions Secure Government, Thames Gateway and other investment in quality improvements to key parts of the public realm Implementing the habitat and species action plans with the Southend Local Biodiversity Action Plans Effective policies for the protection of key wildlife, biodiversity and nature conservation sites incorporated within the new Local Development Documents for the Borough, prepared through the Review of the Southendon-Sea Borough Local Plan	Development of a comprehensive 'Green Grid' of quality green and other public spaces across the Thames Gateway South Essex, including Southend, by 2021 Targets and achievements completed will be highlighted in the Annual Local Biodiversity Action Plan Wherever possible, protect nationally or regionally important sites from loss or material damage as a result of development during the lifetime of the local development document. Creation of alternative habitats to offset biodiversity losses should these losses occur on any site
Cultural Community - a cultural capital for the East of England by 2010	Secure investment to maintain and improve the town's cultural assets and infrastructure To undertake the Pier	To develop an appropriate route for the replacement of the Warrior swim centre To submit a formal proposal to the Department for Culture, Media and Sport Casino Advisory Panel for Southend-on-Sea to be designated a	To have achieved a significant and visible improvement and upgrade of the leisure and cultural offer

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reinstatement works	'regional casino' destination	
and prepare a future	regional casino desinanon	
	Common as mont of reinstate mont works (Diar)	
development strategy	Commencement of reinstatement works (Pier)	
To seek external	Development Strategy in place (Pier)	
funding to invest in		
the refurbishment and	To develop a programme for the refurbishment	
development of	of Priory Museum	
heritage property and		
landscape	To prepare and secure Heritage Lottery Fund	
	award to support the refurbishment	
To improve the	and to support the referencement	
positive image and	To develop and implement a new tourism and	
perception of	•	
Southend	promotion strategy in partnership in partnership	
	with key agencies in the town.	
	To seek to secure a benefit for people who live	
	in, work in or visit Southend from the London	
	Olympics in 2021	