

# Southend on Sea Central Area Action Plan Proposed Approach

## Sustainability Appraisal

On behalf of **Southend on Sea Borough Council**



Project Ref: 28511/3001 | Rev: AA | Date: December 2015

Office Address: 10 Queen Square, Bristol, BS1 4NT  
T: +44 (0)117 928 1560 E: bristol@peterbrett.com





## Contents

<b>1</b>	<b>Introduction .....</b>	<b>1</b>
1.1	Background .....	1
1.2	The Southend Central Area Action Plan .....	1
1.3	The Sustainability Appraisal Process.....	1
1.4	The Planning Context .....	2
1.5	The SA Report.....	3
<b>2</b>	<b>Baseline and Context.....</b>	<b>4</b>
2.1	Introduction.....	4
2.2	Summary of sustainability issues.....	4
2.3	Sustainability Framework.....	6
<b>3</b>	<b>SA of the Plan to Date.....</b>	<b>13</b>
3.1	Introduction.....	13
3.2	Plan context.....	13
3.3	The Stages of SCAAP preparation and SA .....	15
3.4	Sustainability Appraisal of Strategic Options .....	16
3.5	Opportunity Sites and Proposals .....	22
3.6	Sustainability Appraisal of the Vision and Objectives .....	23
3.7	Sustainability Appraisal of the draft Preferred Approach SCAAP .....	24
<b>4</b>	<b>The SA of the Preferred Approach SCAAP .....</b>	<b>25</b>
4.1	Introduction.....	25
4.2	Sustainability appraisal of the objectives .....	25
4.3	The SA of Policies and Proposals .....	27
4.4	Transport and Movement.....	28
4.5	Residential development and communities .....	31
4.6	The built and heritage environment .....	34
4.7	Education and culture .....	38
4.8	Employment development and retail.....	40
4.9	Leisure, recreation and open space .....	43
4.10	Sustainable construction and flooding .....	45
4.11	The natural environment.....	46
4.12	Implementing the SCAAP .....	49
4.13	Mitigation .....	50
<b>5</b>	<b>Future stages of Sustainability Appraisal.....</b>	<b>52</b>
5.1	Next stages of the SA.....	52
5.2	Monitoring.....	52
<b>6</b>	<b>Conclusion and Summary .....</b>	<b>54</b>
6.1	Introduction.....	54
6.2	SCAAP and SA iteration .....	54

6.3 SA of the Preferred Approach SCAAP 2015.....54

**Appendices**

Appendix A Baseline and Policy Context  
Appendix B Opportunity Site Iteration  
Appendix C Sustainability Objectives  
Appendix D Sustainability Appraisal of Policies  
Appendix E Meeting the requirements of the Strategic Environmental Assessment Regulations



# 1 Introduction

## 1.1 Background

1.1.1 Peter Brett Associates LLP (PBA) has been commissioned by Southend-on-Sea Borough Council (SBC) to undertake the sustainability appraisal (SA) of the Southend Central Area Action Plan (SCAAP).

1.1.2 This report documents the process of SA that has been completed to date of the iterations of the SCAAP.

## 1.2 The Southend Central Area Action Plan

1.2.1 The purpose of the SCAAP is to set a detailed and comprehensive planning policy framework for Southend's Central Area to guide the delivery of development to 2021. The SCAAP sits in the context of the other planning documents that make up the Local Development Framework (LDF) for the Borough. These include the Core Strategy, which sets the policies that set out the strategic approach to development in the Borough and covers the general spatial approach to development and the high tier policies to manage the delivery of development. The Development Management Document (DMD) also sets Borough-wide policies to be used in determining development delivery throughout the plan area, including in the Central Area. The other AAP prepared in Southend is the London Southend Airport Joint Area Action Plan that covers the airport and its environs and is located in the north of the Borough and extends into Rochford district.

1.2.2 The SCAAP, with its current boundary, has been through several preparation stages to reach the current 'Preferred Approach' version. These stages have entailed:

- SCAAP Issues and Options (March 2010): this was the first version of the AAP that covered Southend Central including parts of the seafront, prior to this stage separate town centre and seafront AAPs were proposed.
- SCAAP Proposed Submission (October 2011): this took forward the discussion of Issues and Options in the earlier version to present a complete set of policies to for the Central area; and
- SCAAP Preferred Approach (October 2015): this is the current stage of the SCAAP and again sets out a preferred policy approach for consultation, which includes some options for consultees to consider. It has been necessary to take a step back in this version of the SCAAP as that since the previous version was published the National Planning Policy Framework (2012) and Southend DMD (2014) have been published/adopted.

1.2.3 The SA of the SCAAP has been an ongoing process through each consultation stage of the SCAAP, with an SA report prepared at each consultation stage.

## 1.3 The Sustainability Appraisal Process

1.3.1 The purpose of the SA is to review the content of the emerging plan and articulate to the plan makers during preparation of a plan, and to a wider audience at consultation the likely effect of the plan on achieving sustainable development. The aim is to help mitigate any adverse effects as far as possible as well as securing benefits. The SA method is in line with good

practice on SA and the European Community Directive on Strategic Environmental Assessment (SEA).

- 1.3.2 In undertaking the SA it is essential that assessment remains focused on those issues that the SCAAP could influence and be influenced by. More detailed information on the SA process can be found in the SA Core Strategy, which should be read alongside with this SA report.
- 1.3.3 As well as helping make a better plan there is a legislative requirement for SA. The statutory requirement for SA is from the Planning and Compulsory Purchase Act 2004. With planning policy set in the National Planning Policy Framework (NPPF) 2012 paragraph 165 which states: *“A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors”*. The European Strategic Environmental Assessment (SEA) Directive (2001/42/EC) that is referred to transposed into national law in the Environmental Assessment of Plans and Programmes Regulations 2004 (SEA Regulations). The SEA Directive is what sets the framework for the SA, as the requirement from Planning and Compulsory Purchase Act 2004 is not specific on what an SA should contain. Therefore, this SA Report follows the requirements of the SEA Directive and Regulations.
- 1.3.4 In line with the SEA Regulations a report must be prepared (the ‘SA Report’) and published for consultation alongside a draft of the plan. This report must identify the likely significant effects of the plan, as well as ‘reasonable alternatives’.
- 1.3.5 The SA should consider the following questions:
- Could these effects be of special significance?
  - Are there ways of reducing or mitigating adverse effects?
  - Can any beneficial effects be further enhanced by positive planning?

## 1.4 The Planning Context

- 1.4.1 The SCAAP has been developed as part of suite of documents that together form the planning policies for Southend, as part of the LDF. All relevant component documents have undergone SA these include:
- the Core Strategy Development Plan Document;
  - the DMD;
  - the London Southend Airport and Environs Joint Area Action Plan;
  - Design and Townscape Guide Supplementary Planning Document; and
  - the Planning Obligations Supplementary Plan Document.
- 1.4.2 These other plans particularly the Core Strategy and DMD set a framework of the SCAAP and reduce the extent to which alternatives and options can be considered now. The SCAAP should not seek to cover matters covered by these other parts of the LDF and should be in conformity with it. For this reason the SA of the SCAAP should not reappraise any issues covered elsewhere in the LDF and have therefore already been addressed in other SA Report. Most relevant to the SCAAP are the Core Strategy, which sets the framework for development

throughout the Borough and the DMD that sets policies to manage delivery of development. The SA of both of these plans can be found on the Southend LDF website and should be read for further detail on the overall sustainability implications of the LDF, beyond the role of the SCAAP.

- 1.4.3 In addition, it is important to recognise that the Community Infrastructure Levy would be payable on new development, including residential and commercial development. The requirement in Southend was brought into force in July 2015. The money collected will be spent on new infrastructure within the Borough (i.e. roads, flood defences, schools, parks) to support growth.

## 1.5 The SA Report

- 1.5.1 SA reporting consists of several main sections, these are:

- To define sustainable development in the context of development in Southend, through investigation of background material on sustainability and identifying the sustainability issues and context for the Central Southend and, where appropriate, the Borough as a whole (Section 2);
- How sustainability considerations have helped guide the preparation of the SCAAP to date, including the SA of alternatives to the preferred approach based on the understood context and how mitigation has been incorporated to help reduce effects (Section 3);
- What the sustainability effects of the SCAAP are at this stage, for instance, what the implications would be for sustainable development if the policies and proposals of this version of the SCAAP were implemented as proposed (Section 4).

- 1.5.2 There is also a need to consider 'what next' and this may include additional stages of SCAAP preparation as well as proposals for monitoring the SA once the plan is complete (Section 6). Following this stage of the SCAAP at least one further version will be prepared. For each published stage the SA Report will be updated to reflect changes and identify sustainability effects and recommendations. A final SA Report will be available as part of the adopted SCAAP and to include the monitoring proposals, as well as an accompanying 'adoption statement' as required by the SEA Regulations.

## 2 Baseline and Context

### 2.1 Introduction

- 2.1.1 This section of the SA Report provides a review of the character and context of the SCAAP to inform the SA. The process of gathering data and information about the area has been ongoing through each stage of the SA, updated at each stage to ensure information is relevant.
- 2.1.2 The initial full scoping process, including the preparation of a Scoping Report for consultation with statutory consultees, was undertaken for the SA of the Core Strategy and subsequently for the Core Strategy Issues and Options reporting. As the Core Strategy is the overarching strategic part of the LDF this scoping stage also covered the SA of the SCAAP, which is a daughter document to the Core Strategy. For more information refer to the Core Strategy SA on the Southend's LDF website.
- 2.1.3 **Appendix A** contains a review of the full plans and programmes and baseline information and this section summarises the findings.
- 2.1.4 The baseline information and objectives of other plans and strategies are then combined into a set of sustainability objectives that define sustainable development for the SCAAP and which are used as the basis for the SA.

### 2.2 Summary of sustainability issues

- 2.2.1 From the baseline information and review of plans and strategies key issues have been identified that the SCAAP may have a role in helping to address and that the SA will need to take into account in defining sustainable development for the Central Area. These are:

#### The environment

- development should help in the continued enhancement of the built environment in the Central Area, with new buildings of high quality and developed to sound urban design principles and reduce inequalities in the quality of the built environment;
- there is a lack of public open greenspace in the town centre, wherever possible opportunities need to be taken to improve urban greening and introduce new public open space;
- the area is under quite high risk of flooding, although direct tidal inundation is largely mitigated for through sea flood defences. However, surface water flooding in times of high rainfall may be more of a risk to the Central Area, and effects of climate change will increase this and therefore new development will need to take this into account, including through the provision of sustainable drainage;
- nature conservation and biodiversity assets within the built up area are limited, and every attempt should be made to conserve and enhance existing assets, and create new ones, as well as the protection and enhancement of wildlife corridors
- habitats of international significance are located within the Borough, although outside the built development boundary. These must be protected not only from direct disturbance

from development but also change that would threaten their integrity, such as increased pollution or changes in water availability;

- there are increasing traffic levels in the Borough and Central Area, with consequences for air quality, and new development must help to limit any increase in this, by endeavouring to suggest a change to travel patterns (number, length and mode), through the spatial strategy. The number of people who walk to work or use public transport is higher than the national average, although over a fifth drive (Census 2011);
- the Central Area is well connected in terms of public transport with three railway stations within the area and the bus station. However, there is a need to improve the pedestrian and cycling environment, especially where dual carriageways and the railway lines bisect the area;
- studies have identified limits to the availability and accessibility of open space of different types and standard, especially in central Southend-on-Sea; and
- the quality of the built environment is important, not only with the effect of new building in 'mending the fabric', but also in affecting existing areas of identifiable character. Parts of central Southend are characterised by a current low quality in the built environment, although the underlying quality of the natural and built environment is high in many areas with many listed and landmark buildings and several Conservation Areas.

## Communities

- the Central Area has a role to play in creating a high quality residential environment that encourages people to take healthy lifestyle choices, such as more Active Travel. To achieve this there is a need to improve the public realm to encourage more people to walk and make cycling safer. This includes reducing severance caused by main roads running through the area and links over the railway;
- approximately 22,000 people live in the Central Area, 13% of the Borough's population; there is an identified need for affordable housing in the Borough and in Central Southend. Most of the housing in the Central Area is flats or maisonettes (and one-bedroom properties are more prevalent). There may therefore be a need for larger units including family homes. There is a demand for affordable housing, including to replace Queensway House recently demolished;
- the Central Area is well served by public transport and in particular railway services, there is a need to improve some bus services including reducing journey times on the A127 to encourage more people to travel by bus and link the new major employment hub at the airport;
- there are longstanding inequalities in the Central Area with pockets within the Kursaal, Victoria and Milton wards all experiencing high levels of deprivation, which are some of the highest in in England compared to other areas of the same or neighbouring wards with low levels of deprivation (e.g. Chalkwell ward contains some of the least deprived areas in England);
- there is the potential to improve the cultural offer in Southend, including through providing more services for the community such as a new public square for events;
- the Central Area can accommodate more residential development, helping reduce pressure on other parts of the Borough, including potential threats to open space and agricultural land on the periphery; and
- there is a growing student population, both resident and visiting, in the Central Area.

## The economy

- The Seafront is a principal asset in the Central Area, attracting visitors to the town and also being well used by the local community. Routes along the seafront also provide a sustainable transport route for walking and cycling;
- the Central Area is a focus of employment for the Borough (33% of total employment), while this role needs to be maintained it is important to ensure high quality jobs in a range of employment sectors to avoid the need for residents to commute to London for work;
- There are a mix of employment types in the Central Area, with the financial sector, real estate more prevalent than for the Borough as a whole, there is also a growing sector of cultural and creative industries;
- car parking needs to continue to be managed in the Central Area to support the retail and visitor economy but help encourage more people to travel to work by sustainable modes and ensure land is used efficiently;
- there are 6 million visitors to the Borough a year, focused in the Central Area, the majority are day visitors who spend around £330 million / year. Tourists and visitors to the Central Area need to be encouraged to stay longer and spend more through the creation of new visitor attractions and support for hotels;
- the Central Area is the focus for tourism and creative industries in the Borough, as well as the location of much of the office stock, some of which is dilapidated and in need of renewal. The public transport connectivity of the Central Area make it ideally suited to high employee density development, such as office space;
- the Gross Value Added of Southend is lower than the regional average and there is a need to encourage more jobs that retain the skilled and professional workforce in the town;
- the town centre is the main retail area of the Borough, although retail vacancy is above national levels in some areas. Much of the Central Area retail is dominated by national retailers rather than independents with the main retail core along the High Street between the Royals and Victoria Shopping Centres;
- there is a great disparity in the types of jobs held by residents of the Central Area, the greatest proportion are in 'professional' occupations and the second highest proportion are in 'elementary' occupations; and
- the Central Area has become the focus for higher and further education with development by Southend Essex College and University of Essex bringing landmark buildings into the area and an increasing student population.

## 2.3 Sustainability Framework

2.3.1 In order to be able to test the emerging policies of the SCAAP a set of sustainability objectives as part of a 'sustainability framework' has been prepared, **table 2.1**.

2.3.2 This framework is made up of a number of sustainability objectives that have been derived from the characterisation and context of the Borough. These reflect the principal elements of sustainable development over which the SCAAP could have some influence. The framework below is based upon that in the Core Strategy Sustainability Appraisal Framework. Changes have been made to bring it up-to-date, based on the updated policy context, the baseline data as reported in Appendix A and Section 2.2.

- 2.3.3 The framework shows headline sustainability issues and how these could be expected to change to demonstrate more sustainable development. The objectives for each headline relate to the plan area. To help monitor the objectives the final column of the framework sets the type of indicator that could be used that would demonstrate change.
- 2.3.4 Further details on the derivation of the objectives of the sustainability framework are shown in the Core Strategy SA report, including the Scoping stage report.

Table 2.1: Sustainability Appraisal Framework for the SA of Southend-on-Sea LDF

Concern	Explanation and desirable direction of change	Objectives	Means of identifying and reporting impact and contribution of the proposals and policies in the LDF
<b>Social progress which recognises the needs of everyone</b>			
Accessibility	<ul style="list-style-type: none"> <li>enable all to have similar and sufficient levels of access to services, facilities and opportunities</li> </ul>	<ul style="list-style-type: none"> <li>maintain Southend Central Area as the centre for all services, as the most accessible location</li> <li>improve accessibility to the town centre</li> <li>improvement in public transport accessibility along the entire length of the seafront</li> </ul>	<ul style="list-style-type: none"> <li>proportion of trips under 5km made by cycle</li> <li>bus use numbers</li> <li>proportion of people who walk to work</li> </ul>
Housing	<ul style="list-style-type: none"> <li>to provide the opportunity for people to meet their housing need</li> </ul>	<ul style="list-style-type: none"> <li>ensure a sufficient number of dwellings</li> <li>encourage a suitable mix of dwellings, including tenure and size</li> </ul>	<ul style="list-style-type: none"> <li>no. of dwellings permitted</li> <li>no. of affordable dwellings (by different types) completed</li> </ul>
Education & Skills	<ul style="list-style-type: none"> <li>to assist people in gaining the skills to fulfil their potential and increase their contribution to the community</li> </ul>	<ul style="list-style-type: none"> <li>improve accessibility to employment and education facilities</li> <li>support continued development of the University campus in the town centre</li> </ul>	<ul style="list-style-type: none"> <li>primary school class size</li> <li>student accommodation units given permission</li> </ul>
Health, safety and security	<ul style="list-style-type: none"> <li>to improve overall levels of health, reduce the disparities between different groups and different areas, and reduce crime and the fear of crime</li> </ul>	<ul style="list-style-type: none"> <li>improvements to reduce fear of crime in the town centre, especially at night</li> <li>improve pedestrian routes through the town centre and seafront to help design out crime</li> </ul>	<ul style="list-style-type: none"> <li>residential planning permissions granted in Flood Zones 2 or 3</li> <li>crime statistics including anti-social behaviour and vandalism</li> <li>changes in the indices relating to health and wellbeing, including obesity and life expectancy.</li> </ul>

Concern	Explanation and desirable direction of change	Objectives	Means of identifying and reporting impact and contribution of the proposals and policies in the LDF
Community	<ul style="list-style-type: none"> <li>■ to value and nurture a sense of belonging in a cohesive community, whilst respecting diversity</li> </ul>	<ul style="list-style-type: none"> <li>■ improve the viability and distinctive character of Southend town centre</li> <li>■ provide public art and improvements to the design of seafront tourist buildings, such as beach huts and kiosks to provide a recognisable unified approach for Southend</li> <li>■ provide new community open spaces in the town centre and seafront</li> </ul>	<ul style="list-style-type: none"> <li>■ incidents of anti-social behaviour</li> <li>■ number of community events, festivals or markets</li> <li>■ provision of new community spaces/loss of existing community space</li> </ul>
<b>Effective protection of the environment</b>			
Biodiversity	<ul style="list-style-type: none"> <li>■ to maintain and enhance the diversity and abundance of species, and safeguard these areas of significant nature conservation value</li> </ul>	<ul style="list-style-type: none"> <li>■ protect undeveloped parts of the coastline</li> <li>■ protect key habitats directly or indirectly from developments which may harm them</li> <li>■ ensure new development brings enhancements to the built environment where appropriate</li> <li>■ ensure 'appropriate assessment' of all development is carried out where appropriate</li> </ul>	<ul style="list-style-type: none"> <li>■ net loss of open space</li> </ul>
Landscape character	<ul style="list-style-type: none"> <li>■ to maintain and enhance the quality and character and cultural significance of the landscape, including the setting and character of the settlement</li> </ul>	<ul style="list-style-type: none"> <li>■ protect undeveloped parts of the coastline</li> <li>■ retain notable features and areas of open space along the coast line</li> <li>■ protect views of the estuary</li> </ul>	<ul style="list-style-type: none"> <li>■ area of open land affected</li> <li>■ area of designated landscape affected</li> <li>■ doc – likelihood of harmful change to character of landscape creating setting of the urban area</li> </ul>

Concern	Explanation and desirable direction of change	Objectives	Means of identifying and reporting impact and contribution of the proposals and policies in the LDF
Built environment	<ul style="list-style-type: none"> <li>to maintain and enhance the quality, safety and distinctiveness of the built environment and the cultural heritage</li> </ul>	<ul style="list-style-type: none"> <li>enhance and protect land mark and listed buildings on the sea front</li> <li>enhance and protect listed buildings and those of interest in the town centre</li> <li>improve urban design quality through policy</li> <li>protect existing and create new open and green space</li> </ul>	<ul style="list-style-type: none"> <li>important trees lost to development</li> <li>locally listed buildings lost to development</li> <li>planning applications on listed buildings at risk</li> <li>area new public open space</li> </ul>
<b>Prudent use of natural resources</b>			
Air	<ul style="list-style-type: none"> <li>to reduce all forms of air pollution in the interests of local air quality and the integrity of the atmosphere</li> </ul>	<ul style="list-style-type: none"> <li>reduce traffic congestion in the town centre</li> <li>encourage freight modal shift and encourage a reduction in emissions of new buildings</li> </ul>	<ul style="list-style-type: none"> <li>NO2 levels</li> </ul>
Water	<ul style="list-style-type: none"> <li>to maintain and improve the quantity and quality of ground, sea and river waters, and minimise the risk of flooding</li> </ul>	<ul style="list-style-type: none"> <li>ensure no increased risk of coastal flooding</li> <li>acknowledge the risk to water quality from on-shore developments</li> </ul>	<ul style="list-style-type: none"> <li>number of planning applications granted contrary to Environment Agency advice on flood risk.</li> </ul>
Land	<ul style="list-style-type: none"> <li>to use land efficiently, retaining undeveloped land and bringing contaminated land back into use</li> </ul>	<ul style="list-style-type: none"> <li>protect undeveloped coastline in the Borough</li> <li>encourage development on previously developed land</li> <li>encourage high density residential development and mixed use development in the town centre</li> </ul>	<ul style="list-style-type: none"> <li>area of open land affected irreversibly by development.</li> <li>Proportion of planning applications on previously developed land</li> </ul>
Soil	<ul style="list-style-type: none"> <li>to maintain the resource of productive soil</li> </ul>	<ul style="list-style-type: none"> <li>protect productive soil where applicable (little overall impact likely)</li> </ul>	<ul style="list-style-type: none"> <li>NB not relevant</li> </ul>

Concern	Explanation and desirable direction of change	Objectives	Means of identifying and reporting impact and contribution of the proposals and policies in the LDF
Minerals and other raw materials	<ul style="list-style-type: none"> <li>to maintain the stock of minerals and other raw materials</li> </ul>	<ul style="list-style-type: none"> <li>minimise use of aggregates for new development (relevance to sea defences)</li> </ul>	<ul style="list-style-type: none"> <li>efficiency in the use of primary and secondary materials</li> <li>proportion of permissions that include demolition and rebuilding compared to refurbishment</li> </ul>
Energy sources	<ul style="list-style-type: none"> <li>to increase the opportunities for energy generation from renewable energy sources, maintain the stock of non-renewable energy sources and make the best use of the materials, energy and effort embodied in the product of previous activity</li> </ul>	<ul style="list-style-type: none"> <li>encourage efficient use of energy use of more energy from low carbon sources</li> <li>encourage decentralised energy supply, including through renewable energy or CHP.</li> </ul>	
<b>Maintenance of high and stable levels of economic growth and employment</b>			
Local economy	<ul style="list-style-type: none"> <li>to achieve a clear connection between effort and benefit, by making the most of local strengths, seeking community regeneration, and fostering economic activity</li> </ul>	<ul style="list-style-type: none"> <li>improve the viability and vitality of the town centre as economic hub for the Borough</li> <li>improve the viability and vitality of the seafront as a major and flexible tourist destination</li> <li>identify sites for local business start-ups in accessible locations</li> </ul>	<ul style="list-style-type: none"> <li>new visitor bed spaces created</li> <li>bed spaces lost to change of use</li> <li>vacancy in Primary and Secondary shopfronts</li> <li>new business start ups</li> <li>new waterfront businesses</li> </ul>
Employment	<ul style="list-style-type: none"> <li>to maintain and enhance employment opportunities matched to the size of the local labour force and its various skills, and to reduce the disparities arising from unequal access to jobs</li> </ul>	<ul style="list-style-type: none"> <li>work to create new jobs in a range of sectors within the Borough</li> <li>work to make the coast a major destination for conferences</li> <li>support a diverse range of businesses premises to meet different needs, as well as supporting existing business clusters</li> </ul>	<ul style="list-style-type: none"> <li>potential number of new jobs in different sectors and match to predicted needs of workforce</li> </ul>

Concern	Explanation and desirable direction of change	Objectives	Means of identifying and reporting impact and contribution of the proposals and policies in the LDF
Wealth creation	<ul style="list-style-type: none"> <li>▪ to retain and enhance the factors which are conducive to wealth creation, including personal creativity, infrastructure, accessibility and the local strengths and qualities that are attractive to visitors and investors</li> </ul>	<ul style="list-style-type: none"> <li>▪ contribute to creating attractive environment for business to flourish</li> <li>▪ improve access for all residents to a range of jobs</li> </ul>	<ul style="list-style-type: none"> <li>▪ new business start-ups;</li> <li>▪ national businesses opening offices in Southend Central Area.</li> </ul>

## 3 SA of the Plan to Date

### 3.1 Introduction

- 3.1.1 This section of the SA Report sets out the process of SCAAP preparation and SA that has led to the current consultation version of the plan, in the preferred approach. This has included successive stages of preparation of the SCAAP and accompanying sustainability appraisal. The SA stages to date have included the appraisal of the preferred options and their alternatives, as well as iteration of the preferred approach from broad options.
- 3.1.2 This section also sets out the role of the SCAAP as part of the overall Southend LDF, with other documents providing the strategic overview and development management detail that the SCAAP does not need to repeat.
- 3.1.3 To demonstrate the iteration of allocations and proposals in the SCAAP area this section also identifies the reasoning behind the way that Priority and Opportunity Areas have been covered through the emerging SCAAP, to reach this 'preferred approach' stage.

### 3.2 Plan context

- 3.2.1 As set out in Section 1 this SA Report of the SCAAP will form part of the LDF for Southend. All adopted component documents of the LDF have been subject to SA during their preparation and therefore the SA of the SCAAP does not reiterate any of the findings of these SA. The SA of the SCAAP also recognises that these documents together make up the LDF. So development proposals in the SCAAP area will need to comply with all other relevant policies of the LDF. For example, matters covered elsewhere include the quantum of development to be delivered, protection of the heritage environment and affordable housing delivery. There is no need for the SCAAP to repeat these unless they are adding area specific detail.

#### The core strategy

- 3.2.2 This SA process follows on from the SA carried out on the Core Strategy, which already identified key implications on sustainability in Southend, and provides a basis for this appraisal. There are no specific Core Strategy policies relating solely to the AAP area although several policies contain relevant criteria. Most specific is Policy KP1: Spatial Strategy which sets out the following provisions for the two areas:

**Policy KP1: Spatial Strategy:** 'Southend Town Centre and Central Area – to regenerate the existing town centre, led by the development of the University campus, and securing a full range of quality sub-regional services and providing 6500 new jobs and 2000 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.'

- 3.2.3 The SA of the Core Strategy supported this policy in helping to deliver sustainability development. The emphasis given to continued improvement of the town centre as the focus for growth in the Borough and improved accessibility by non-car modes should have a

beneficial effect on delivering sustainable development. This is because the Central Area is the most accessible location for most people in the Borough. It is already being the focus for much of the employment, retail and leisure facilities makes it suitable for growth. Continued development here will support public transport accessibility for all, and walking and cycling improvements, with the overall aim of achieving a modal shift from car use to more sustainable travel, in addition to equitable access for all.

- 3.2.4 The central location of the University campus also helps improve physical access to higher education and the other education and skills training the university may offer. Providing a mix of uses in a relatively compact area is also welcomed as part of achieving sustainable development, with the continued improvement to the vitality of the town centre at all times of day.
- 3.2.5 There were some concerns in the SA of the Core Strategy over development in areas at risk of flood, and that continued maintenance or development of new flood defences may adversely impact on the biodiversity value of the foreshore.

### The Development Management Development Plan Document

- 3.2.6 The DMD was adopted in 2015 and subject to SA through the stages of its preparation, culminating in a final SA Report in 2014. The purpose of the document was to set out 'development management' policies that would be used in determining the suitability of planning applications for permission. The DMD covers a variety of topics that would help deliver more sustainable development for the area and consisted of 15 policies. The summary of the final SA Report findings, where that the DMD "*provides an additional level of detail to Core Strategy and national planning policies that should help deliver more sustainable development in Southend.*" The SA goes on to say:

*"There is much in the policies of the DPD that should help in delivering sustainable development. This includes addressing climate change through development, securing better quality design, retaining employment land and protecting the borough's natural and built assets." (section 9).*

- 3.2.7 Several of the policies aim to protect and enhance the built character of the Borough. For instance **Policy DM1** reference the standards and guidance that should be applied to the design of new development and **Policy DM5** sets the principles of protection of built heritage. In addition, **Policy DM6** covers the Seafront and the specific measures to manage this, as one of the Borough's greatest assets. The design of tall and large buildings is covered in **Policy DM4**, with the potential for ensuring these make a positive contribution to the townscape. Appendix D contains more detail on the coverage of DMD and Core Strategy policies relevant to the SCAAP.

### 3.3 The Stages of SCAAP preparation and SA

- 3.3.1 This is the third stage of consultation on the SCAAP in its current form, with the SA providing iterative feedback between each stage of preparation in the SCAAP.

#### Issues and Options – Town Centre and Seafront Area Action Plans

- 3.3.2 The initial stage of pre-preparation starting on the SCAAP was Issues and Options consultation in 2007 for separate ‘**Town Centre**’ and ‘**Seafront**’ Area Action Plans (AAP).
- 3.3.3 To a similar timetable, in 2007, Renaissance Southend Limited published the Central Area Masterplan, a non-statutory guidance document on renewal of the area. The principles of this masterplan were endorsed by the Council in 2008 as corporate policy. The masterplan linked the central seafront to the town centre and consultation responses on the Issues and Options plans identified the need for an amended site boundary for the Central Area. Therefore, plan makers decided to pursue an AAP for the Central Area. The ‘Southend Central’ AAP option was pursued combining the town centre and central seafront. This approach allows for a better coordination in the policies and proposals of the area, as many of the issues that the town centre will need to address link through to the seafront east of the pier, which was previously not included in the ‘Town Centre’ AAP area. This approach is likely to be beneficial in securing sustainable development as it allows for better integration of strategies to deliver economic and other benefits. The remainder of the seafront, outside of the Central Area, is covered through the Core Strategy specific DMD policies.

#### Issues and Options 2010

- 3.3.4 This was the first consultation stage on the SCAAP area as covered by the current consultation SCAAP.
- 3.3.5 The SA, at this stage, provided an opportunity to appraise the emerging options and approach to development of the area. The consideration of alternatives and identifying the relative sustainability impacts of these approaches, is important for the SA and an SEA requirement. At this early stage the alternatives, or options, presented were very broad with decisions still to be made about the type and number of policies to be included, as well as on specific sites for development. Therefore, the approach taken to appraisal it was to provide an overview of the potential sustainability impacts, beneficial and adverse, of the SCAAP as proposed through the Issues and Options. The SA Report made recommendations of where the SCAAP policies and proposals have the potential to mitigate adverse effects, and also achieve further beneficial effects.

#### Proposed Submission 2011

- 3.3.6 SCAAP Proposed Submission (October 2011) took forward the discussion of Issues and Options in the earlier version to present a complete set of policies and proposals for the Central area. The SA at this stage include an SA of all of the proposed policies, both sites specific and development management to determine the likely sustainability impact of the SCAAP and make recommendations for updates that could improve the beneficial impacts.
- 3.3.7 This version of the SCAAP was very detailed with almost 50 policies in addition site specific proposals. The length of the SCAAP was partially due to no current Development

Management policies being in place at that stage as the document had not been adopted yet. This mean for the SCAAP area that development management decisions were reliant on saved policies in the Southend Borough Local Plan,; some of which may have become outdated, with sustainable development issues and a strategic vision for the area less well covered in policy.

- 3.3.8 The recommendations on mitigating adverse impacts and securing beneficial effects were taken into account in moving forward with the Preferred Approach SCAAP in 2015.

### 3.4 Sustainability Appraisal of Strategic Options

- 3.4.1 Considering alternatives is an obligation of the Sustainability Appraisal (SA), and particularly the Strategic Environmental Assessment (SEA) process. That requires, '*reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme*' (paragraph 12(2)), are appraised and documented in the SA report'.
- 3.4.2 For the SCAAP there have been few explicit options put forward for consideration. Most options have been considered as part of the iterative process of plan making and the gradual evolution of alternatives for use of sites through the evolution of the SCAAP.
- 3.4.3 The Issues and Options SCAAP presented three strategic options for managing the development of central Southend, each with an increasing level of intervention and change. Following evaluation by the plan making team and input from the SA, the preferred approach was selected from the three presented.
- 3.4.4 The three spatial options were:
- Option 1: Strengthening the status quo
  - Option 2: Reinforcing the urban circuits
  - Option 3: City by the Sea (the preferred option)
- 3.4.5 The Issues and Options SCAAP only provided a limited amount of information on what each option would mean in practice, and as a result there would be uncertainties in implementation. Therefore, the SA was kept brief with an identification of the main sustainability issues that might arise from pursuing each option and their relative sustainability effect. It should be noted that the preferred approach was Option 3, and it is this that the Issues and Options SCAAP and each subsequent stage of the plan is aiming to pursue.

#### **Option 1: Strengthening the status quo**

This would see the High Street remain the focus for all retail development in the centre, although some improvements will also take place in nearby areas. This is commensurate with a 'do-nothing' approach as it is what would occur without the SCAAP, relying on Core Strategy policy only.

- This option would focus on the High Street and this focus of resources may help in better securing improvements in this area. However, this option does not take advantages of wider environmental improvements that could help raise the overall image of Southend to potential investors (local and national), with wider benefits for the town. The option therefore may be too limited to successfully attract new inward investment.
- This option would also miss opportunities for more mixed use regeneration of the town centre, including additional education and cultural facilities and new housing.

- The overall scale of development may reduce impacts on natural resource use and on the natural environment.
- Lack of enhancement to public transport and improved movement routes is unlikely to encourage people to choose more sustainable modes. This option is unlikely to help promote Southend as a retail destination, with people choosing to make longer trips elsewhere for their shopping needs. However, fewer attractions in the town centre may reduce overall traffic volumes and avoid additional congestion.
- This option is unlikely to have any great benefit for the economic sustainability of the town, nor will help in meeting social sustainability objectives.

### **Option 2: Enhance urban circuits**

This option would widen the central Southend regeneration and improvement to a larger area than Option 1. Chichester Road, London Road, Clifftown and Farringdon neighbourhoods would all be the focus for specific regeneration proposals. This option also includes Seaway car park as a new linking feature at the south east end of the High Street, although not a destination in itself.

- This option would help create a High Street of a quality to attract national retailers, and improving links to adjacent streets could help increase the attractiveness of the town centre for shopping and support retail businesses of the existing main route.
- This option does not include a residential element therefore not meeting objectives of delivering new homes or supporting a more mixed use and vibrant town centre.
- This option allows for growth of the education role of the town centre, supporting skills training, higher education and the related benefits this can bring to the town centre
- This option may risk not being bold enough in seeking regeneration potential, therefore missing opportunities to create a high quality town centre, which is successful in improving the image of Southend as a place to live, visit or do business.

### **Option 3: City by the Sea**

This is the most far reaching option seeking the greatest amount of regeneration of the town centre, surrounding area and mix of uses. It is taken forward as the preferred option for the SCAAP.

- This option would see the largest amount of redevelopment and therefore require the greatest use of natural resources. However, if new buildings use water and energy more efficiently than older ones it could have net benefits in the medium or longer term.
- This option is for comprehensive redevelopment of the town centre over a wide area, although with specific uses for different zones. It has the potential to have a positive benefit for Southend as a whole, improving its image as a place to live, visit and do business.
- This option may be the most risky to implement, particularly in a recession. However, having a joined up approach for the Central Area that sets out all development potential is likely to be beneficial in the long-term in ensuring a coherent redevelopment of the area. Implementation and funding schemes will need to be fully developed to ensure full delivery.
- Given the large amount of change this option may bring about, there is a need to ensure it is delivered in conjunction with other plans and strategies for the area to avoid adverse

impacts. This could include travel and parking management, South Essex Rapid Transit (SERT) improvements and tourism strategies. This option does recognise the need for transport and movement improvements in the town centre, especially making walking a more attractive option.

- This option is for a large scale redevelopment of areas of the town centre, for a range of uses including employment. There is a risk that this will have an impact on regeneration and growth options for other parts of the Borough. Therefore, the plan makers should ensure the objective for growth in central Southend does not adversely impact on the objectives for growth in other locations.

3.4.6 The third option was one investigated in further detail through the rest of the SA, as the preferred approach.

3.4.7 SBC justify their choice of the 'City by the Sea' option as:

*"Based on a thorough understanding of opportunities and constraints and consultation feedback to date, the preferred overarching rationale for the Southend Central Area Plan is the creation of a 'City by the Sea' – a change in the function and transformation in the quality of the town centre and seafront and renewal to the remaining parts of the Town Centre." (5.17)*

### Sustainability appraisal recommendations from the emerging SCAAP

3.4.8 The SA at that stage found that there was much in the SCAAP that had the potential to have a beneficial effect on sustainable development and the Central Area has an important role to play in the sustainable development of the wider Borough, as a focus for employment, tourism and retail.

3.4.9 In most instances recommendations that were made at Issues and Options SA were taken into account by the plan makers in preparing the Proposed Submission version of the SCAAP. However, this was not always the case, the paragraphs 3.4.11 to 3.4.44 show recommendations made, as well how these have been addressed in the current Preferred Approach SA. The SA Report at Proposed Submission stage includes additional recommendations that arose as a result of the greater detail in this version of the SCAAP compared to Issues and Options.

3.4.10 This section of the SA Report sets out the recommendations made through the previous versions of the SA of the SCAAP, with a note on how they have been addressed through the current stage of the SCAAP, where necessary.

#### ***Transport and movement***

3.4.11 To successfully achieve a modal shift away from car use, the SA recommended a need to ensure transport, movement and parking strategy presents a proactive and joined up approach to managing traffic in the town centre. Without this the regeneration of central Southend could be adversely affected by increasing congestion, with negative health and environmental impacts.

**3.4.12** These matters were carried through into the SCAAP with a strategy that included improvements to walking and cycling routes as well as maintenance of car parking.

### ***Residential development***

- 3.4.13 Central Southend has a significant role to play in delivering new residential development for the Borough. The requirement is set through the Core Strategy for Southend.
- 3.4.14 The SA made recommendations that the SCAAP included specific information on housing delivery and the locations for growth. Information on this has been incorporated into relevant site area policies of the SCAAP with a summary provided of yield and timeframe for delivery at Table 5. Each area policy also shows the status of the site (i.e. under construction, expired application or new allocation). This clarity aids understanding of the role of sites in delivering the overall housing needs and will help in monitoring these sites so that SCAAP or Local Plan review can identify sites that are stalling and take remedial action as necessary. .
- 3.4.15 The SA also recommended seeking more equitable access to in housing the SCAAP could through policies that go beyond Core Strategy affordable housing targets. However, SBC believes it is more suitable to ensure the same approach to delivering affordable housing throughout the plan area without separate targets for the Central Area.
- 3.4.16 The SA also recommended that the SCAAP will also need to be clear on where and how the needs of new and existing residents will be met, through provision of community services, such as health centres, community space and schools. This is essential to deliver health and wellbeing in these communities who live in central Southend.
- 3.4.17 **Preferred Approach 2015:** These measures have not been taken forward, although a new health centre has been delivered and policies include the need to provide new education facilities, although this is not site specific.

### ***The built environment***

- 3.4.18 The SA identified the beneficial effects for sustainable development of the SCAAP Issues and Options version focus on regeneration and improvements to the built environment. This will have beneficial sustainability impacts related to improving the image of the centre for the benefit of residents and the economy.
- 3.4.19 The SA identified that it may be necessary for the SCAAP to contain specific design guidance polices for the Central Area. This will help ensure development creates a unified place, even if separate Quarters (now known as 'Opportunity Sites') have their own distinctive qualities.
- 3.4.20 The SA recommended design guidance may be particularly necessary to avoid adverse impacts from tall buildings.
- 3.4.21 **Preferred Approach 2015:** The principles of the Policy Area policies include some detail of public realm improvement to the Central Area. Design and in particular measure to manage tall buildings are covered in the DMD.

### ***Leisure and recreation***

- 3.4.22 The SA identified that leisure and tourism are essential components of the economy of Southend. The SA notes that of particular importance will be securing higher visitor spend in the Southend, in particular Central Southend where much leisure and tourism development is located.

- 3.4.23 The SA identified the SCAAP should give consideration to the role of new hotels or conference facilities, including possible locations for development, to increase the number of overnight stays in the town.
- 3.4.24 The SA recommended that the SCAAP seafront and waterfront leisure and recreation development will need to take into account the potential conflict of uses. This is because there are likely to be different demands on the area from areas for quiet enjoyment of the natural environment to places for active water-sports. For everyone's enjoyment different uses will need to be managed to ensure high quality leisure opportunities for all.
- 3.4.25 The SA also identifies the potential for waterfront tourism and leisure to conflict with the nature conservation interest, that will need to be managed to ensure no harm comes to internationally designated sites.
- 3.4.26 **Preferred Approach 2015:** There is no specific policy covering new hotels and conference facilities in the Central Area, although there is a generic policy in the DMD. The SCAAP does recognise the potential conflict of interest of waterfront development and includes a policy to ensure the protection of the internationally designated sites.

#### ***Education and Culture***

- 3.4.27 The SA identified that the SCAAP could consider making it a requirement for larger new employment developments in the town centre to contribute to training associated with the university, to improve the skills of local residents and access to newly created employment.
- 3.4.28 The SA recommendations note that it may be necessary to consider the capacity of existing schools in the Central Area to ensure all new and existing resident children of the area have access to education. However, information provided by SBC note that there should be capacity in existing schools until 2021.
- 3.4.29 The SA noted that to ensure the best use of land a mix of development in the Central Area it is important to ensure a mix of uses, but educational uses may be best focused on Elmer Square.
- 3.4.30 **Preferred Approach 2015:** Although the SCAAP supports growth of the university there are no policies that specifically link this development with the wider economic growth of the Central Area. The need for schools is acknowledged in the SCAAP with Policy Areas identified that may be suitable. However, no commitment or specific sites are identified for new schools as capacity is identified to 2021 (the end of the plan period).

#### ***Employment and retail***

- 3.4.31 The SA identified that the SCAAP will need to ensure proposals are in place to meet the job growth requirements set through the Core Strategy. This will need to include premises for a range of business types from workshops, live/work units to larger office space. As the SA of the Issues and Options SCAAP was completed prior to the Employment Land Review (ELR) (published 2010) the SA recommended that the findings of the ELR were taken into account in moving forward with the SCAAP, including permitting change of uses where existing uses could be proven surplus.

- 3.4.32 The SA of the subsequent SCAAP shows a clear intention to provide for economic growth in the Central Area. However, there is a need to make sure that existing office and business space is not lost in favour of other uses, such as residential or education use. A quality office provision needs to be maintained in the town centre. Existing land that is currently in employment use should not be lost if there is an undersupply.
- 3.4.33 The Central Area is the most sustainable place for high trip generating office uses, based on transport and accessibility considerations. Also, other employment such as small industrial uses is an important source of local jobs and local services. Land availability in the Borough is limited, raising the importance of protecting what resources there are.
- 3.4.34 **Preferred Approach 2015:** The SCAAP maintains Central Southend as a primary location for new office development. However, since the previous version of the SCAAP the London Southend Airport AAP has been adopted are new modern office developments to be built in the north of the Borough that could compete with the Central Area. The SCAAP identifies suitable sites for office development throughout the Central Area, although focused more in the north and along the High Street and Victoria Avenue. The SCAAP has taken into account the ELR, which confirms the potential to deliver mixed use on former office and commercial uses at Sutton and Victoria Avenue.

#### ***Sustainable construction***

- 3.4.35 To reduce natural resource consumption created by the large scale of proposed restoration and redevelopment the SA suggested the potential for an area wide energy strategy to be prepared for the SCAAP. The SA also suggests the SCAAP consider the inclusion of targets for carbon reduction from new development and sustainable construction standards that go beyond national policy, subject to viability. Consideration could also be given to the potential for district-wide low carbon energy, e.g. combined heat and power.
- 3.4.36 The SA recommended that there could be greater consistency in the SCAAP in the way flood issues are managed. The control of flood is covered through several different policies in the LDF. Some sites' development principles policies refer to the need to manage surface water flooding and others do not. For sites where flood risk is not mentioned it is not clear if this is because there is little risk there, or an omission to policy. This may require clarification in the SCAAP.
- 3.4.37 **Preferred Approach 2015:** Energy efficiency and lower carbon energy is identified as important for development in the Policy Areas in the SCAAP. However, no additional targets are set for any sites.
- 3.4.38 A new single flood risk policy for the Central Seafront has been prepared.

#### ***Natural environment and open space***

- 3.4.39 The SA identified that issues related to protecting the natural environmental are absent from the SCAAP at the Issues and Options version. It is essential that new development does not harm the high quality internationally designated nature conservation sites that exist on the Southend foreshore and sandflats. The SCAAP will need to be able to demonstrate, through a Habitats Regulation Assessment how the potential for impacts has been assessed and how any impacts will be mitigated against (for the SCAAP as a whole and by individual

applications). Possible impact routes include direct disturbance, storm water or waste water outfall, and coastal squeeze caused by sea defences.

- 3.4.40 Proposals or policies for landscaping, new parks and new planting can have sustainability benefits of enhancing the urban biodiversity, but also can help create shade within heavily developed areas essential in combating the urban heat impacts associated with global warming.
- 3.4.41 In providing new open space in the urban environment emphasis should be put on providing soft landscape rather than hard landscaping.
- 3.4.42 **Preferred Approach 2015:** The SCAAP addresses Habitats Regulations requirements as well as containing policy principles to improve urban greening and new planting in the Central Area.

### ***Implementation***

- 3.4.43 In the SA of the Proposed Submission stage the SA Report that although the majority of SCAAP objectives, policies and proposals are highly compatible with achieving sustainable development, there were queries over the clarity of the SCAAP and therefore its usability.
- 3.4.44 The principle focus of recommendations was on the need to avoid repetition with the SCAAP and with other parts of the Southend LDF, for a more succinct user friendly document that sets out clear messages. The SA Report suggested simplification of policy for:
- Mixed-mode and shared priority routes;
  - Historic environment;
  - Protection of frontages / visually active frontages
  - The need to deliver regeneration and new development in some locations is repeated between the policies and supporting text, for example areas such as Queensway and Victoria Circus that are covered in several policies;
  - The Central Seafront policies break from the style of other policies and do not fit that easily within the plan.
  - Some policies contain specific reference to the need to manage flooding on the site, whereas others do not, in addition to a generic flooding policy.
  - All of the policies on the development quarters are repetitions with a design policy for each repeating elements of generic policies and could be combined.
  - Repetition of development management policies and criteria.
- 3.4.45 **Preferred Approach 2015:** The SCAAP has been substantially simplified, reducing duplication within the document itself and also with other policies of the LDF. This has been aided by the adoption of the DMD that includes a standard set for policies for managing development throughout the Borough.

## **3.5 Opportunity Sites and Proposals**

- 3.5.1 The role of the SCAAP is not to identify all of the sites in the Central Area that could be the location for new development during the plan period. Instead it identifies key areas where there is an identified need of regeneration and renewal and where there is reasonable

prospect of this development coming forward. Through the stages of plan making the way that these areas have been identified has changed, as has the specific delivery management criteria for each area.

- 3.5.2 From the start of the SCAAP preparation the plan area has been divided into a number of 'Policy Areas'. Although the way that these policies areas is referred to has changed from the earlier versions of the SCAAP to the Preferred Approach, as they are now referred to as Policy Areas and previously as Quarters and Gateway neighbourhoods, that was perhaps misleading in their function. Each Policy Area/Quarter or Gateway Neighbourhood is covered by a policy which was appraised as part of the SA Report 2011.
- 3.5.3 Within each of these policy areas there are specific sites that are the focus of regeneration and renewal, referred to a 'Proposed Sites' or 'Potential Development Sites' in the Proposed Submission version 2011. All of these sites were covered by specific policies in the SA Report of the Proposed Submission 2011. There has been some iteration of these sites in the emerging SCAAP. These changes have been driven by the consultation on the report, revised evidence base, changing Council strategy and the SA.
- 3.5.4 The SCAAP has not included any alternatives to the Opportunity Sites and all those that have are feasible for development and can contribute to the enhancement of the Central Area have been identified and therefore assessed in the SA. Should additional sites be promoted for inclusion these will be appraised using the same method as the preferred approach. It should be noted that the allocation of these sites does not preclude other sites in the Central Area receiving planning permission should they comply with the design principles for the area in which they fall and other LDF policies.
- 3.5.5 **Appendix B** shows the iteration of the proposed sites from the Proposed Submission 2011 versions to the Preferred Approach 2015 version. The Appendix shows how the previous SCAAP sites differed from the current version, the findings of the sustainability appraisal at that stage and the justification for the amendments.
- 3.5.6 The reorganisation of some of the Policy Areas (previously known as Quarters and Gateway Neighbourhoods) has made them into more coherent parcels of land with a shared aim. For example, the Queensway Policy Area is now more contiguous with the Queensway regeneration area and the High Street now includes both of the shopping centres emphasises the role of the retail core of the town. This should help in delivering more sustainable outcomes by enabling policy to clearly iterate the aims for each area.

### **3.6 Sustainability Appraisal of the Vision and Objectives**

- 3.6.1 The SCAAP sets a vision and objectives for the area. These have been assessed at each stage of the emerging SCAAP, with little change between the Issues and Options 2010 and Proposed Submission 2011. The findings of the two stages of SA can be found in the relevant SA Reports on the SBC SCAAP website.
- 3.6.2 SBC has taken the decision to undertake a thorough review of the vision and objectives for the SCAAP and therefore their appraisal is covered in section 4 of this Report.

### **3.7 Sustainability Appraisal of the draft Preferred Approach SCAAP**

- 3.7.1 PBA prepared a draft of the SA report on the SCAAP for the plan preparation team. This allowed for recommendations and mitigation proposed by the SA to be taken into account in preparing the final Preferred Approach SCAAP. Details of these changes can be found in **Appendix D**, where the policy appraisal matrices show changes between draft and final versions of the Preferred Approach SCAAP, which take into account the SA recommendations on the draft of this version of the SCAAP.

## 4 The SA of the Preferred Approach SCAAP

### 4.1 Introduction

- 4.1.1 This section of the SA Report contains the appraisal of the SCAAP in as it appears in the Preferred Approach version. The intention is to identify the likely effects of the plan on sustainable development, identify how impacts have been mitigated and include recommendations to consider when moving forward with the SCAAP to the Submission version.
- 4.1.2 The SCAAP is more focused than previous versions appraised, removing repetition and not repeating policy from other parts of the LDF or national policy. This reflects comment in the previous versions of the SA on the 'usability of the AAP' and the need to avoid internal repetition within the SCAAP where several issues are covered by a number of policies.

### 4.2 Sustainability appraisal of the objectives

- 4.2.1 The SCAAP sets out the ambition, aim and objectives for the plan. These are:

*Proposed Vision*

- Our **vision** for Southend Central Area, which includes the Town Centre and Central Seafront Area, is for it to be a City by the Sea. As a prosperous and thriving regional centre, it will be an area that is vibrant, safe and hospitable, rich in commerce, learning and culture and an attractive, diverse place where people want to live, work and visit both for daytrips and overnight stays.
- Our **aim** is to transform the image of Southend through sustainable economic growth, development and social provision, and for it to be independently recognised as a popular location for businesses, residents, students and visitors.

*The SCAAP objectives are:*

1. *To improve and transform the economic vitality, viability and diversity of Southend Central Area by encouraging the establishment of a wider range of homes, businesses and shops whilst providing new opportunities for learning, recreation and leisure.*
2. *To promote design excellence and good quality development proposals and public realm improvements to reinforce a distinctive sense of place, complement new and existing development, and contribute towards the Council's aspirations to establish Southend as a Low Carbon City.*
3. *To improve accessibility to the area, ensuring streets, public and green spaces are connected, well-designed and safe, utilising a coordinated palette of materials and furniture that enhance the quality of the streetscape and improve opportunities for walking and cycling, and access to more sustainable modes of transport, such as rail and bus.*
4. *To promote a positive approach to public car parking provision that provides public car parking levels that support the vitality of the town centre and access to the seafront by encouraging improvements to the quality of access to parking so that it is convenient, well signposted, safe and secure.*

5. *To appropriately manage and mitigate flood risk and to encourage the provision of Sustainable Drainage Systems and urban greening measures in order to reduce surface water run-off.*
6. *To enhance the quality of, and access to Southend Central Area's green and open spaces, and to improve connectivity between the Town Centre and Central Seafront Area in order to relieve pressure on the SSSI, Ramsar site, SPA and other environmental designations, to protect and enhance local biodiversity and nature conservation, and to encourage opportunity for linked trips.*
7. *To celebrate and have full regard of Southend's unique heritage assets, such as the Grade II listed Pier, to ensure these assets are appropriately conserved and enhanced and continue to form an integral part of how Southend Central Area is experienced by those that live, work and visit it.*
8. *To increase the number and diversity of people living within Southend Central Area and its Gateway Neighbourhoods by building more homes and ensure that living in the area becomes appealing to more families with children, supported by social and community infrastructure that contribute to reducing inequalities in health and wellbeing and support all ages to lead independent lives and live healthy lifestyles.*
9. *To encourage the establishment and expansion of businesses in Southend Central Area by identifying, promoting or actively bringing forward suitable sites for development to meet modern user and investor requirements.*
10. *To encourage new development, including visitor accommodation, that enhances Southend's leisure and tourism, having particular regard for the assets offered by the Central Seafront Area, in order to attract greater visitor numbers, promote more overnight stays and support growth, complemented by a thriving learning quarter that provides state of the art facilities and well-designed student accommodation.*

4.2.2 The vision and the aim have remained largely consistent since the previous SA of the SCAAP Proposed Submission. It sets an aspiration that should be beneficial in achieving many sustainability benefits, with particular benefits for sustainable communities and economy. However, it is less detailed on the need to protect and enhance the natural environment of the area, not only relating to the internationally important nature conservation sites but also the greening of the urban environment.

4.2.3 The objectives have undergone some amendment and have been reappraised here. The revised objectives have taken into account the previous stage of sustainability appraisal and now include more detail on the leisure and tourism role of the Central Area.

4.2.4 The SA of the revised set of objectives is included in **Appendix C**. These show that, if implemented, meeting the objectives should have largely positive impacts on the achieving sustainable development. There is some ambiguity assessing the effect of some SCAAP objective on sustainable development as much will depend on implementation, so although there may be the potential for beneficial impacts it is not possible to assess these with any great certainty.

4.2.5 The only potential conflict could arise from the maintenance of car parking in the Central Area. To encourage more visitors to travel by alternative modes of travel it may be beneficial to start reducing the overall parking provision. Without this there is the risk of deterioration in air quality. However, it is recognised that reducing car parking could adversely impact on the

attractiveness of central Southend for some shoppers or visitors, who may choose to travel elsewhere and would therefore have an adverse effect on objectives for the local economy.

4.2.6 Implementation of the aims and objectives for the SCAAP will inevitably create some tensions. The key areas where this might arise are:

- **Shift in transport mode:** The AAP supports a lot of new development in central Southend. There is the risk that this will lead to increase demand for car travel to access these new services, despite these being in a location that could support the most sustainable travel options. Therefore, it needs to be shown how traffic, transport and accessibility proposals will need to successfully secure a mode shift away from car use.
- **Relationship with wider Southend:** There is the risk development in central Southend may have adverse impacts on the objectives for other parts of the Borough. However, this location is the most sustainable as it has good access by a variety of types of transport. Therefore, the centre is a good location for high trip generating uses, such as offices, shops and educational establishments. Consideration could be given to the impacts on economic objectives for the airport environs and other proposed business locations – including those in neighbouring authorities;
- **Mix of development:** As the type of development in the Central Area becomes more mixed, in particular through new housing, there will be more of a competition for space. For instance, new residential development demands new community space, schools as well as public open space and recreation sites.

### 4.3 The SA of Policies and Proposals

4.3.1 The regeneration of central Southend is proposed through delivery of a number of redevelopment, renewal and enhancement schemes. These are made up of specific development sites, as well as proposals for improving the unique qualities of specific 'Policy Areas'. SCAAP also includes a number of development strategy policies to help guide the way development is delivered the Central Area as a whole.

4.3.2 The appraisal is based around eight sustainable development themes based on the SCAAP sustainability objectives. These themes relate to the issues identified during the identification of baseline information and other plans and programmes, as in **section 3**. The themes have been 'scoped' in as being those that are most pertinent to sustainable development in the Central Area.

4.3.3 The themes covered in sections 4.4 to 4.11 are:

- Travel and movement;
- Residential development and communities;
- The built and heritage environment;
- Education and culture;
- Employment development and retail;
- Leisure, recreation and open space;
- Sustainable construction and flooding;
- The natural environment.

- 4.3.4 The SA Report identifies the relationship of the SCAAP development strategy and site specific policies on delivering the sustainable development themes. The aim is to review the coverage of issues in the SCAAP taking into account that some matters are covered in other parts of the LDF.
- 4.3.5 The full appraisal of policies is shown in **Appendix D** and this should be read for the detailed comments and recommendations on the generic policies and in particular the site specific policies.

## 4.4 Transport and Movement

### Implications for sustainable development

#### *Non-car access*

- 4.4.1 One of the principle aims of the SCAAP is to achieve a mode shift to non-car travel. This shift is essential to ensure the new development proposed by the SCAAP does not result in additional car use in the centre, as well as helping to reducing current car use.
- 4.4.2 Improvements to non-car travel in the Central Area could help meet sustainability objectives relating to social sustainability, such as accessibility and health, and environmental sustainability including air quality and use of resources.
- 4.4.3 The central Southend area is a transport hub, containing Southend Victoria Station, Central Station, Prittlewell Station and the bus station 'Travel Centre'. This connects the centre to the wider Borough, as well as other south Essex towns and London. The centre is also in easy walking distance from a large number of Southend's residents, including those residential neighbourhoods included as part of the Central Area.
- 4.4.4 Non-car travel access to the Central Area could be improved, with particular emphasis on providing better quality walking routes. Currently there are areas where permeability of the streets is poor and/or routes are unattractive or car dominated this discourages walking even for local residents. In these areas the natural flow of routes round the centre is disrupted or where poor physical built quality and cars taking priority means walking is not always a safe or attractive option.
- 4.4.5 Roads also create barriers to people travelling by foot and bicycle, and can even have adverse impacts on the character of neighbourhoods by cutting them off from the Central Area. Queensway is the greatest barrier; it forms an obstacle to access from residential neighbourhoods to the east, the 'Sutton' Gateway Neighbourhood to the north as well as Victoria Avenue and Victoria Station.
- 4.4.6 Achieving a modal shift away from car use will also be essential to prevent the adverse impacts that may result from more office development, shops and services being available in central Southend. Helping reduce these car trips is a role of the SCAAP, alongside other plans and strategies and policies of the LDF. In particular, policy DM15 Sustainable Transport Management of the DMD and supporting car parking standards Appendix.
- 4.4.7 To deliver the 'City by the Sea' objective for central Southend there needs to be improvements to travel and transport. This will be in tandem with the Local Transport Plan and Phase 2 of the City Beach. The transport and travel policies of the SCAAP include criteria that relate to

these and other plans and strategies. The SCAAP brings together diverse threads of transport planning helping to integrate the strategy for improvements in the town centre. Although some schemes will need to be delivered in conjunction with partners, such as bus operators, the SCAAP sets a clear vision for the area could help in securing funding.

- 4.4.8 The proposed mix of uses in the town centre could also help reduce the overall number of trips. This can include more linked trips, with one trip to the Central Area to meet leisure, retail and service needs, as well as more people living in the centre and therefore not needing to drive or own a car.

### ***Car Parking***

- 4.4.9 There are also policies to help deliver changes to the parking in the town centre to help make better use of land and stop so many trips being made across the Central Area simply to access parking.
- 4.4.10 The car parking policy for the area seeks to maintain a level of public car parking in the Central Area that is needed to support the vitality and viability of the area. This is in the context of previous parking studies showing that car parking in the area are almost a quarter underutilised. To secure sustainable development it will be important to ensure that the quantity of car parking levels is not increased and reduced if possible. A car parking management strategy is to be prepared to help achieve an optimised level of parking. This is also important to encourage more sustainable transport choices.
- 4.4.11 As set out in policy any new multi-storey car parks will also need to be well designed, as the scale and design of these buildings can often have a negative impact on built environment quality. The design of buildings could include 'green' walls of natural vegetation and/or lighting schemes to make them attractive features after dark, so soften their appearance.
- 4.4.12 In achieving sustainable development, the beneficial effects of town centre car parking are also recognised as the ease of parking helps retain the attractiveness of central Southend to shopper and visitors. It is important to maintain a level of parking to ensure people do not abandon the town centre in favour of out-of-town shopping, which can be detrimental to community character and economic performance of the town centre and have other environmental effects, especially where people are travelling further.
- 4.4.13 Development in the Central Area will need to be considered in the context of the wider area, ensuring schemes for central Southend do not adversely impact on other parts of the Borough e.g. more on-street car parking on residential streets around the centre or more traffic on residential streets.

### **Policy coverage**

- 4.4.14 Travel and movement is one of the main themes of the SCAAP and many of the policies and site proposals include criteria to help encourage more sustainable travel choices, especially walking and cycling. The measures included in policies to achieve this cover two principal themes. These are:
- Making the town centre a more pleasant place for pedestrians through public realm improvements;

- Improving access to the town centre for everyone by all modes of transport.
- 4.4.15 Policy DS5 'Transport, Access and the Public Realm is the principal policy of the SCAAP covering all matters relating to access, sustainable travel as well as roads and parking for the SCAAP, with principles applicable to all development in the Central Area. As well as measures to improve the public realm through urban greening and pedestrianisation, but also by helping traffic circulate better around the Central Area reducing congestion and adverse air quality and amenity effects of cars in the Central Area.
- 4.4.16 Specific improvement schemes identified in the SCAAP will help encourage walking and cycling. These include:
- Identification of routes and improved linkages for cycling and walking improvements. Examples include PA1 High Street identifies the need to connecting neighbourhoods to the north and east of Queensway to the High Street to the seafront; connecting Queensway to the High Street (PA4, PA9, PA8); better east west links including to Clifftown (PA6); connection to the seafront to in CS1: OS8 Marine Parade;
  - Mixed mode (cycling and walking) routes are specifically referred to in some areas such as around Elmer Square (PA3) and London Road (PA2), and Southchurch Road to Warrior Square and to High Street/Victoria Circus (PA5) and Tylers new route linking York Road to the High Street (PA7) and shown on the policies map;
  - Improve gateway crossings of Queensway dual carriageway for pedestrians and cyclists (PA2 London Road, PA4 Queensway , PA5 Warrior Square and PA7 Tylers) and Chichester Road (PA5)
  - Public realm improvements to make the built environment more attractive for those on foot, including continuation of the City Beach Scheme and Elmer Square (PA3: OS3) , urban greening at Queensway (PA4), Chichester Road and Seaways and new planting (PA2 London Road, PA3 Elmer Square, PA4 Queensway; and PS8: OS11 Victoria Avenue);
  - Public realm improvements through public art with the majority of Policy Areas including the need to deliver new public art, use of signage combined with public art is included as a principles for development at London Road (PA2) with signage through to the town centre from Queensway and Victoria Station; PA1 includes the use of lighting to improve the area around the railway bridge.
  - Improvements to pedestrian access around the stations, such as the relationship of Clifftown to Central station (PA6 Clifftown);
  - Maintaining and improving active frontage at ground level, with all policy areas including some requirement to maintaining an element of active frontage, for instance through residential over ground floor commercial development, such as PA7 Tylers with active frontages on Chichester Road
  - Pedestrianisation of London Road at other High Street 'stub roads' (PA2 London Road, PA1 High Street; PA3 Elmer Square);
  - Improved traffic management to reduce cars circulating and improve roads for non-car users such as PA6 Clifftown and reducing cars circulating to car parks; CS1 Central Seafront identifies the need to manage all traffic in this area better including parking.
  - There is also a policy to introduce 'Homezones' in the Tylers residential area (PA7);
  - PA8 Victoria Gateway includes a new priority bus route to linking the area to London Southend Airport.

4.4.17 In addition, Appendix 5 of the Preferred Approach SCAAP covers 'Transport, Access and the Public Realm'. This presents the SBC objectives for action to secure a 'step change' in transport in Southend Central Area to a more modern integrated transport systems. Many of the measures are also picked up in relevant policies of the SCAAP and LDF, but it also identifies other measures and strategies that will be implemented to secure improvements, such as *Ideas in Motion* Travel Planning for educational facilities and businesses and the *Cycle Southend* scheme.

### **Sustainability effects and recommendations**

4.4.18 The SCAAP has the potential to deliver significant benefits from achieving a modal shift to more sustainable travel, including walking and cycling that can also have benefits for the community and economy of Southend.

4.4.19 The policies of the SCAAP show a clear intention to make the town centre a better place with improvement to the pedestrian environment to encourage more people to walk. Improved links to the Central Area will also help reduce car use in the town centre, with benefits for the natural and residential environment.

4.4.20 The SA of policies makes some recommendations on how some changes could be made to make the policy intentions more clear, and it is hoped more easy to implement. These are:

- Some additional detail as part of policy on the design of 'mixed mode' routes, for example signage, width, segregation (or not) or uses, and road markings;;
- A single Queensway enhancement policy, plan or briefing for the improvements for Queensway and the Urban Park to show a clear picture of the intentions for the area;
- Additional detail of areas where road improvements are required to improve bus travel times and the provision of locations for new stops.

## **4.5 Residential development and communities**

### **Implications for sustainable development**

#### ***Housing delivery***

4.5.1 Southend Central Area is identified as needing to accommodate at least 2,471 new homes between 2001 and 2021 in the Core Strategy; this is around 30% of the total requirement for the Borough. The Southend Annual Monitoring Report shows that from 2001 to 2014 954 homes had been built in the area. Also, in March 2014, there were a further 1,447 outstanding permissions.

4.5.2 As it is unlikely all sites with permission will be delivered there remains a need to identify additional sites for housing in the Central Area. This demonstrates the significant role central Southend has to play in achieving target housing figures to meet identified needs in an accessible location.

4.5.3 Housing is proposed to be distributed throughout the Central Area, including to areas that currently do not have a large resident population, such as around the High Street. In many central locations residential on upper floors is supported, maintaining active frontage at lower floors. Some areas, such as parts of the Gateway Neighbourhoods would see large scale

renewal with the potential to create new sustainable communities, containing homes, offices, open space and community uses.

### ***Affordable housing***

- 4.5.4 There is also the potential for improvements to areas of social housing identified in the SCAAP. A part of CS1: Central Seafront OS14 Woodgrange Drive (Kursaal) Estate is identified for improvement. Although the policy is not very detailed on the extent of regeneration needed in the area, for instance demolition and renewal, infill or retrofit improvements. Also, as part of PA4 Queensway the site OS4 is identified for new residential use to include new social housing. This is essential as this demolition on the site has resulted in the loss of town centre social housing.
- 4.5.5 The SCAAP does not contain any generic policies to manage the delivery of new residential development as these are already covered by policies in the Core Strategy and DMD (**Appendix D**). These policies will help ensure the right mix of new homes in terms of type and affordability as well as residential standards that will need to be met. However, there may be a role for the SCAAP to specify as part of site allocations the type or tenure of housing that will be favoured on different sites, such as family homes at Warrior Square or other areas with good access to community services and schools and smaller 1 or 2 bedroom properties at Queensway.
- 4.5.6 Central Area site specific policies could include more detail on the type and quantity of affordable homes that should be delivered on sites. For development at Queensway it is made clear in policy that there should be no net loss in affordable housing provision, which should help ensure that this use is retained in the Central Area to meet specific local need. However, this approach could be considered for other specific sites to take into account the particular characteristics of the area and affordable housing need on individual sites. Area specific detail could include where affordable housing should be co-located with private market homes to integrate the two, to help avoid issues of social isolation that can characterise larger areas of social housing.

### ***Community facilities***

- 4.5.7 The SCAAP does identify some locations where there may be a need to provide new community facilities. Examples of the type of facility is included in the policy and it will be important that implementation of the policy takes this into account. For example, at PA4 Queensway community uses have been lost through demolition and therefore there will be a need for new provision in these areas, policy wording could be stronger to 'require' rather than 'promote'. The SA acknowledges that there been recent delivery of new community services including a Health Centre in North Road (Victoria Gateway Neighbourhood) and a new public library at the Forum. However, there is a need for centrally located community facilities that are accessible to the deprived communities of Milton ward. Initial work is underway on a new strategy for a 'Better Queensway' and this should help to identify the type of community development needed in this area.

### ***Student accommodation***

- 4.5.8 Student accommodation is also promoted specifically in Elmer Square, although may come forward in other Central Area locations. Student accommodation needs to be of a high quality

design and details of its long-term management needs to be clear as part of planning applications as for PA5 Elmer Square. This will help protect residential amenity and the public realm from the adverse effects that this type of development can create due to the transient nature of residents. In addition, the University of Essex private student landlord accreditation scheme may also help manage some potential effects, although it would be useful if this was a requirement for planning of all new build student accommodation.

### **Communities**

- 4.5.9 The SCAAP presents the potential for the character of the Gateway Neighbourhoods and other central residential areas to be enhanced. Queensway creates a physical and perceived barrier between areas and the town centre and seafront. The SCAAP proposes to improve the links across the dual carriageway to help people move more freely between these residential areas and the town centre. There are sustainability advantages of physically connecting and removing perceived barriers between the two areas, helping people feel more part of the town and able to access services and facilities without driving and reduce social isolation.
- 4.5.10 There will be general benefits of less traffic in the Central Area for residential amenity. Reduced on-street parking, traffic and congestion will help improve the quality of the urban environment and reduce health impacts of car exhaust. Specific benefits may include the creation of new 'Home Zones' in the Tylers Avenue area, in association with car park changes.

### **Policy coverage**

- 4.5.11 Provision of new residential development is integrated throughout the SCAAP.
- 4.5.12 Policies that will help deliver residential development include:
- **Areas where use of upper storeys for residential development:** PA1 High Street (OS2 Pitman's Close); PA2 London Road; PA7 Tylers as part of OS6 Tylers Avenue; PA8 Victoria Gateway Neighbourhood as part of OS11 Victoria Avenue Office Area.
  - **Areas of more general residential led development:** PA4 Queensway including at OS4 that is identified for social housing; PA5 and OS5 Warrior Square; PA8 Victoria Gateway Neighbourhood including OS13 Roots Hall Stadium; PA9 Sutton Gateway Neighbourhood where OS14 is identified for 'high quality housing'.
  - **Other:** PA3 Elmer Square is identified as suitable for student housing and OS10 Woodgrange Drive (Kursaal) Estate is identified for regeneration.
- 4.5.13 Policies that support community development could include specific requirements for the type of facility that should be provided, either as policy or when development briefs when they are prepared. Site where this could be included are:
- PA4 Queensway; PA5 including OS5 Warrior Square; PA8 Victoria Gateway Neighbourhood and OS11 Victoria Office Area; PA9 Sutton Gateway and OS14 Sutton Road.

## Sustainability effects and recommendations

- 4.5.14 The policies of the SCAAP go some way towards helping development in the Central Area make a suitable contribution to meeting Southend's housing needs.
- 4.5.15 The SCAAP has the potential to deliver environmental benefits from supporting additional housing in the Central Area, supporting its viability and vitality and contributing to reducing car travel.
- 4.5.16 Continued monitoring of the housing delivery through the AMR, as is proposed, will help keep track of housing delivery in the area. This should also include monitoring of the mix of housing type and tenure being delivered. Where possible records should be obtained showing loss of registered affordable housing through right-to-buy schemes.
- 4.5.17 The SCAAP or design briefs/masterplan that will be prepared for some sites could also contain additional detail on the type of community facilities required to help secure their delivery to meet the needs of a growing Central Area population. There may be a particular demand as a result of the loss of community spaces and services at Queensway House, as well as the potential loss of other community spaces such as at Short Street. Community services are an essential part of ensuring sustainable communities in the Central Area.
- 4.5.18 Policy identifies that the delivery of new housing and community facilities at Queensway takes into account the emerging strategy of the 'Better Queensway' initiative. This is a useful inclusion as it should help in the delivery of development that meets the needs of the community. Furthermore, the policy recognises the need to retain affordable homes on this site.
- 4.5.19 For Elmer Square the policy (PA3) identifies the importance of managing student accommodation in this location, although there is a need to ensure that all new build student accommodation is managed in a similar way.
- 4.5.20 The SCAAP clearly sets out the anticipated housing yield in each Policy Area. Tables for each Policy Area as well as a summary table show how housing will come forward on a mixture of new allocations, sites with expired permissions and sites with existing permission. This inclusion provides useful clarity on the role of each area and appreciation of the likely growth planned for and that already ready for delivery.

## 4.6 The built and heritage environment

### Implications for sustainable development

#### *Built environment*

- 4.6.1 Alongside transport improvements one of the main themes of the SCAAP is to bring improvements to the built environment of central Southend. This ranges from small change to the built environment, such as new public art or lighting to the regeneration of whole areas through rebuilding.
- 4.6.2 Improvements to the built environment will help to enhance the image of the area, which will have a variety of sustainability benefits for the town. This is not only in terms of meeting

objectives relating to protection and enhancement of the built environment, but also vibrant communities and economic prosperity.

- 4.6.3 For instance, the quality of the environment is an essential part of the role of the town for tourism. An improved quality built environment can only enhance this, drawing in a broader range of visitors and more people for longer stays. This will be helped not only from new leisure and cultural facilities and improvements to hotels in the town, but also the perception of the town as a place to visit.
- 4.6.4 There are specific proposed improvements that should aid tourism, including seafront enhancements such as Phase 2 of 'City Beach' and improvements at the Seaways Car Park (CS1).
- 4.6.5 Other built environment improvements will be beneficial to different aspects of the economy such as redeveloping redundant office space along Victoria Avenue, commercial uses at Sutton Gateway and other dilapidated spaces.
- 4.6.6 The Central Area is also essential in giving the whole Borough of Southend a unique character that can be an important part of selling the town as a place for investment. Poor quality new development and underused spaces can detract from this character, reducing the image of the town for inward investments.
- 4.6.7 Economic benefits are not the only effects, peoples' pride in the place where they live can also be improved through a high quality environment. A place that people feel proud to live in can help foster community identity and cohesion, with social sustainability benefits. Improving the appearance of the town and fostering its image as a 'City by the Sea'. The urban layout, design of streets and provision of good quality outdoor space for informal recreation also helps in creating a healthy place to live. Public realm enhancements that can help to encourage more active travel with more trips made by bicycle or on foot.
- 4.6.8 Cars can have an impact on the built environment, including through heavy traffic, congestion and through the impact of large surface car parks and on-street parking. Management and rationalisation of the existing car parks can help enhance the built environment. Policy sets to measures that should be incorporated in the design of car parks so that they can contribute to the character of the built environment.

#### ***Landmark Buildings and Views***

- 4.6.9 The SCAAP includes the possibility of new taller buildings being developed as part of the centre regeneration. There are potential positive benefits of creating new distinctive urban features. Any new large or tall buildings will need to be carefully designed to complement the town centre, as set out in SCAAP policy and DMD policy (DM4), taking into account microclimate effects.
- 4.6.10** The SCAAP also identifies the importance of protecting and enhancing landmark buildings and views as these contribute to the character of Southend to the benefit of local communities and visitors. These landmarks can provide a sense of place and civic pride and also help people travelling around the centre to orientate themselves, particularly important for visitors. Policy sets out how these buildings should be respected and enhanced by new development, as well as the potential locations to create new landmarks.

### **Historic Environment**

- 4.6.11 Many parts of the urban area have an underlying high quality historic and heritage environment, although in many locations this has become degraded over time and needs attention to be an asset again for the town. Areas where regeneration can help enhance areas of underlying historic quality are at Warrior Square, Clifftown Conservation Areas and Prittlewell Conservation Area in the Victoria Gateway. The SCAAP will help repair some of the loss of integrity in these areas through carefully planned new urban development.
- 4.6.12 The SCAAP now contains no policies specifically on the protection of historic environment of the Central Area as heritage is fully covered in policy DMD Policy DM5 Southend-on-Sea's Historic Environment and through national protection policies. Site specific protection measures related in particularly to archaeology are including in relevant Policy Area policies. In addition, frontages of townscape value are also to be preserved from harm, with restoration and design of new development needing to complement these.
- 4.6.13 Reducing car dominance in some areas by improving the quality of roads and streets through planting, reduced on street car parking and a reduction in traffic speeds could all help improve the built environment, as set out in policies for each Policy Area. This will include areas east and west of the High Street, such as St John's and Clifftown, as well as on the seafront.

### **Policy coverage**

- 4.6.14 Improvements to the built environment are part of most of the policies of the SCAAP. This ranges from specific criteria for the development of proposals sites to general requirements for the enhancing the quality of the wider built environment.
- 4.6.15 Policies on general improvements to the built environment include:
- **Landmark Buildings and Key Views:** This is covered by the area wide policies DS2 Key Views and DS3 Landmarks and Landmark Buildings, as well as PA policies and sites that identify locations for new landmarks, these are: PA2 London Road with the possibility of a new landmark buildings on the Sainsbury's site in the longer term;
  - **Frontages of townscape value:** Area policies that identify the importance of historic shopfronts or other frontages or merit are: PA1: High Street and PA6 Clifftown;
  - **Open space and public civic space:** When well implemented and managed these types of space can contribute to built environment quality, there are several such spaces included in area specific policies. This includes: PA2 London Road includes promotion of pedestrianisation of this area to create a new public space linked to the underused space outside Victoria Shopping Centre; PA1 a new space on the High Street as well as improved public spaces on the seafront, such as a new piazza at the southern end of the High Street; PA8 Victoria Gateway a new civic space at North Road junction with Chelmsford Avenue and an enhanced space by the Civic Centre; OS14 Sutton Road, a new area of open space.
  - **Providing urban greening:** Several policies include a requirement to improve tree planting such as PA2 London Road and PA3 Elmer Square. Other areas also have more specific proposals such as the Queensway Urban Park (PA4 and PA5) and improvements to greenspace at PA5 Warrior Gardens and linked green space as part of the PS7 Victoria Gateway (specifically OS11 Victoria Avenue). Several policies also identify the need for

open space to contribute to the 'green grid' covering the wider area, such as CS1 and CS2 on the Central Seafront and PA8 and PA9 on Victoria and Sutton neighbourhoods.

- **Archaeology:** There are areas of potential archaeology in the Central Area. These areas are identified in area specific policy to ensure any development in these areas takes appropriate measures to identify potential for remains and take appropriate action. They include at Southend Cliffs (CS1: OS8) and Seaway Car Park (CS1: 9); Nazareth House and Roots Hall (PA8: OS13);
- **Setting of listed buildings:** Improvements to Queensway (PA4) identify the importance of any changes in this area improving the setting of Porters a Grade 1 listed building as well as All Saints Church, which sit directly adjacent to the A13 / Queensway roundabout.

4.6.16 Site proposals contain specific criteria for improving the built environment. Some of the larger schemes include:

- Enhancing the quality of the seafront in City Beach Phase 2 (CS1) and other Central Seafront design principles including use of public art and lighting schemes, urban greening and the design of new buildings;
- Enhancing the High Street including new public space near the railway bridge and new lighting in this area, pedestrianisation and greening of 'stub' roads off the High Street (PA1 High Street);
- Better links from the town centre to the seafront, including multi-level spaces in PA1: High Street;
- Enhancing the Prittlewell Conservation Area including realising the potential of the backland area to the rear of Victoria Avenue as a 'lanes' style development (PA8);
- Renewal of the Queensway area including through a new Urban Park and new buildings at the former Queensway House PA4 and OS4 Queensway;
- Wholesale redevelopment of the Victoria Office Area (PS8: OS11) for a mix of uses;
- Redevelopment of car park and site of the former swimming pool site at Warrior Square, to include public art and careful use of landscaping (PS5: OS5)
- Improving links from the High Street to the Seafront as part of the Seaway Car Park and Marine Parade improvements (CS1: OS8)
- Housing renewal areas including CS1: OS10 Woodgrange Drive (Kursaal) Estate.

4.6.17 In addition to the built and historic environment policy coverage in the LDF, SBC also has adopted Supplementary Planning Documents (SPD) on the securing built environment and public realm improvements. Together all policies and SPD will support and guide the implementation of development in the Central Area. These SPD are *Design and Townscape SPD1*; and *Streetscape Manual SPD3* and these should be consistently included in policy or supporting text as are essential to all new development.

### Sustainability effects and recommendations

4.6.18 The SCAAP has the potential to deliver significant environmental benefits from supporting development that improve the built environment; this can include benefits for the economy and the communities of the town.

- 4.6.19 The policies of the SCAAP are not detailed on the precise design details for new development. To ensure that development is delivered to the high quality standards SBC or others may need to prepare development briefs, masterplans and/or design codes for specific areas as set out in policy. This will help provide the fine grain guidance that will help developers deliver good quality development.
- 4.6.20 There are several policies that propose the comprehensive renewal of areas, guided by policy, to deliver coordinated regeneration to areas with a mix of new buildings, homes, offices and community space. However, recent national changes to permitted development rights has resulted in successful approvals for change of use from office use to residential development in parts of the Central Area. This type of permitted development has the potential to undermine the delivery of a coordinated policy led renewal of these areas. Therefore, removing permitted development rights in these areas, for instance through an Article 4 direction, could help secure benefits for areas including Victoria Avenue.
- 4.6.21 Policies on car parking seek to ensure that all new car parks contribute to the quality of the built environment. This includes requiring car parks to have visual diversity through use of paving and planting, layout and use of features such as green walls, wherever possible. For multi-storey car parks use should be made of cladding or green walls to soften their appearance and complement their setting.

## 4.7 Education and culture

### Implications for sustainable development

#### *Education*

- 4.7.1 The delivery of new higher education and learning facilities will be a positive for the town centre. Not only will these help enhance the perception of Southend as a place of learning but also will encourage students into the town centre supporting local services and creating a vibrant area. However, avoiding conflicting land uses will be important and maintaining a balance in the type of facilities and retail offer available. This may include the potential incompatibility of a night-time economy in the town centre and delivery of new residential development.
- 4.7.2 The SCAAP includes less coverage of meeting the educational needs of the resident population of the area, either existing or as a result of growth planned through the SCAAP. The context of the SCAAP identifies the need for school places and the infrastructure section identifies that it is “*considered that the planned population growth in the Central Area will be accommodated via the expansion of existing schools, however, in the long term it is recognised that there may be a need for additional schools, and this will be kept under review.*” No sites are specifically identified as being suitable for schools in the SCAAP, although the potential for these sites to be part of the large policy areas of the Sutton or Victoria Gateway Neighbourhoods is identified in policy, but not at any specific site. It is essential that there are sufficient local education facilities to meet the needs of further residents, especially as the SCAAP is encouraging the residential growth in the town centre, including new family homes. This will need to be part of the longer term plans for the area, as there is existing capacity for growth in existing schools up to 2021.

### **Culture**

- 4.7.3 New cultural facilities can also be of great benefit in developing sustainable communities. For new cultural venues to be successful local people and visitors will need to be supportive of what is on offer. Any new facilities will need to work with existing communities and visitor representatives to identify needs.
- 4.7.4 The SCAAP also supports the regeneration of parts of the Clifftown. The aim is to create a new cultural area, using the existing historic character combined with new development to create a tourism location west of the High Street. Further support is given to the importance of the Central Area as a centre for culture is given in in PA8: Victoria Gateway Neighbourhood where OS12: Former Essex and Suffolk Water Board Site is identified as an area where development that promotes and enhances cultural facilities and creative industries.
- 4.7.5 The development of a new museum related to the Saxon King finds as part of the Seafront Development at the Western Esplanade could deliver sustainability benefits for the town. The museum has the potential to show the importance of a town at Southend since early times, these links to the past can help people feel pride in the place where they live and foster community cohesion.
- 4.7.6 These aims combine well with those on employment and new leisure facilities to help support Southend's economy.

### **Policy coverage**

- 4.7.7 The SCAAP makes specific reference to the importance of this area for education, especially further and higher education. There is also reference to the importance of protecting and retaining cultural facilities.
- The Elmer Square development area is to be the main focus of new higher and further education facilities, addressed PA3 and OS3 Elmer Square, although Policy PA2: London Road also identifies the potential in this area;
  - PA8 Victoria Gateway Neighbourhood and PA9 Sutton Gateway Neighbourhood policies identify the area as possibly suitable for new educational facilities;
  - Clifftown (PA6) is identified as a key area for enhancing Southend's cultural life. There is an aim for this area to be the location of new galleries, cafés, shops and workshops. Also, the OS12: Former Essex and Suffolk Water Board Site in the Victoria Gateway Neighbourhood is recognised as a location that is already important for these uses but could be improved;
  - The site for the new museum is identified for proposal OS9 in the CS1 Central Seafront area;
  - Heritage and archaeology are an important part of the cultural identity of the town. Policies on protecting the heritage assets and the towns landmarks should help secure cultural links of the town to its past, for instance through the continued maintenance of the pier and seafront in a way that respects its history.

## Sustainability effects and recommendations

- 4.7.8 The SCAAP has the potential to deliver benefits relating to education, supporting local communities and the economy.
- 4.7.9 Ensuring that the supply of school places is monitored and new facilities provided as necessary is essential, although there is currently predicted capacity to 2021. Lack of accessible local school facilities or overcrowding of schools can have a detrimental impact on local communities, particularly affecting the more deprived communities of the Central Area.
- 4.7.10 It is important that any new student accommodation that comes forward in the Central Area does not prevent other town centre uses being brought forward. For example, some locations may be preferable for new homes rather than student accommodation. Concentration of student accommodation can also have detrimental impacts on neighbourhoods from a high transient population, although there can be benefits of creating vibrancy.
- 4.7.11 The policies that support cultural life in Southend should have a positive benefit for sustainable development with benefits for the economy and communities.

## 4.8 Employment development and retail

### Implications for sustainable development

#### *Employment*

- 4.8.1 The Central Area is the most sustainable place to locate new office development in Southend, based on reducing impacts of travel to work, and creating a central hub of employment development.
- 4.8.2 The Central Area is accessible by sustainable travel modes to a high proportion of Southend's residents, as well as residents of nearby towns such as Rochford, Benfleet, Haleigh and Rayleigh. The Central Area contains three railway stations, a bus station and is within easy walking and cycling distance of many residential neighbourhoods. As offices generate a high number of trips each day an accessible location is essential in reducing the environmental impacts from car travel, as well as ensuring equitable access for those unable to drive to work.
- 4.8.3 The SCAAP puts a strong emphasis on employment growth in the town centre. With an expectation coming from the Core Strategy that this area will be the focus of 6,500 new jobs between 2001 and 2021. This job figure is half of the total anticipated growth for the whole of Southend set out in the Core Strategy and will need to ensure a step change in job provision to address the fall in the number of jobs in the Central Area according to baseline data.
- 4.8.4 Currently much of the employment office space is on Victoria Avenue, although a large amount is long-term vacant. The SCAAP is aiming for new office space throughout the Central Area, with development principles for most of the Policy Areas identifying the need for office space.
- 4.8.5 Removing some of the surplus office space on Victoria Avenue (PA8) may help secure delivery of better quality new space here and elsewhere. Economic assessment has identified the poor quality of the supply on Victoria Avenue may be pushing down office rental value in

the area, meaning provision of new office space to meet modern demands cannot be made viable. However, overall supply of office floorspace needs to be monitored and maintained in the Central Area to ensure change of use is not undermining supply of office space and resulting relocation to less sustainable locations and a sustainable and flexible supply is maintained.

- 4.8.6 Similarly, in the Sutton Gateway the Sutton Road (PA9: OS14) employment uses are allocated for alternative uses. This land has been shown to be surplus to existing employment needs in Southend in the Employment Land Review and Strategic Housing Land Availability Assessment. Therefore, its loss should not adversely impact on employment in the Borough, especially as other central employment areas are maintained. All redevelopment of surplus employment space could bring benefits to the quality of the built environment and ensure the best use of land.
- 4.8.7 Different types of employment growth are also anticipated in other parts of the centre, including in a new cultural and creative quarter in Clifftown and near Southend Central Station. These locations in particular could be tailored to the needs of small local businesses.
- 4.8.8 In some parts of central Southend there may be competing land uses on some sites. Policies for these areas set out the range of uses that the site could accommodate and this allows for some flexibility in how they are developed. The SCAAP has a role in specifying the uses most suitable to any location, rather than solely rely on the market. Controlling land uses is an important part of securing the long-term mix of uses in the town centre, helping creating sustainable and vibrant places. For instance, at PA5 Warrior Square the policy list multiple potential uses.
- 4.8.9 There are also other potential benefits to the local economy in the SCAAP. This includes the residential development to maintain a workforce in the Central Area and business links with the university.

### ***Tourism***

- 4.8.10 Policies of the SCAAP that encourage and support the tourism role of the Central Area are also essential in supporting the economy of the area. This includes specific policies or Opportunity Sites where the tourism role is to be maintained and enhanced, such as at the Pier, improvements to Marine Parade, City Beach Phase 2 and the new museum to incorporate space for conferences. The more general policies on improving the public realm could also be of benefit to the tourism economy.
- 4.8.11 Maintaining a range of hotels to cater for diverse needs is an important part of delivering sustainable tourism in Southend. Good quality hotels can encourage visitors to stay longer and therefore spend more. The SCAAP identifies that site OS8 could be suitable for a new hotel and the Central Seafront area in general (CS1), with the control of visitor accommodation set through the DMD (DM12: Visitor Accommodation).

### ***Retail***

- 4.8.12 Supporting retail growth helps maintain one of the essential roles of any town centre. As well as supporting the continued role of the High Street and Pavilions as a retail focus the SCAAP identifies the potential to deliver additional small retail units to support independent and local

retailers, such as in Clifftown and neighbourhood centres. Smaller, locally owned business can have a positive benefit for the economy by improving the range of retail on offer, or promoting specialist retailers and supporting independent business.

- 4.8.13 Improved pedestrian routes are proposed around the High Street, including at Chichester Road and at London Road. New pedestrian routes will help link the various shopping areas of the Central Area to broaden the retail offer, for example getting more east west trips linking the High Street to Clifftown and linking the Seafront to the High Street.
- 4.8.14 Policy DS1 sets out the policy principles that will be used to maintain the Central Area as the retail core of Southend and to ensure it can compete with other nearby centres, including out of town shopping areas. This includes options for the proportion of A1 frontage in the primary shopping areas to be maintained. To maintain the retail character of the area it maximise the A1 retail offer as other uses can often detract from the character of the area. However, as shopping habitats are changing nationally there may be a need to release some units traditionally used for A1 to alternative uses to avoid large areas of vacancy. It may also be useful to consider options such as allowing temporary use of units for other use-classes or pop-up shops or community or arts spaces. This will require working with the relevant organisations/business to allow appropriate tenancies.
- 4.8.15 An alternative may be to seek to monitor the Primary Retail Frontage and further reduce its total frontage, replacing Primary with Secondary retail as needed. This could maintain a retail 'core' where protection for A1 uses could be set at high levels (e.g. 70% or more).

### Policy coverage

- 4.8.16 The SCAAP includes many policies that will help create a stronger local economy and reinforce the retail role of the Central Area.
- 4.8.17 New employment uses are promoted in all of the Policy Areas and several Opportunity Sites. Areas that include a specific reference to economic development and space for new commercial use are:
- Office space is included in PA1 High Street in particular the two OS sites here of Whitegate (OS1) and Pitman's Court (OS2); PA2 London Road includes the potential for office space, and this would include at the Sainsbury's store should it become available; PA5 Warrior Square office space is promoted on upper floors fronting on Chichester Road; and PA8 Victoria Gateway;
  - Other policies promote the cultural life and tourism offer of the Central Area and therefore this part of Southend's economy are CS1 Central Seafront include site specific policies such as The Pier (OS7) and Seaways Car Park and Marine Parade (OS8); PA6 Clifftown and PA8: OS12 also promote the cultural and creative economy;
- 4.8.18 The retail areas of the centre are to be enhanced and primary and secondary retails areas protected from change, with beneficial economic impacts as well as benefits for the built environment and accessible services. Policies of the SCAAP that identify the retail role include:
- DS1 sets the requirement for new retail in the centre; with options for the protection of A1 retail in primary shopping frontages;

- Area policies that include the importance of retail include PA1 High Street, PA2 London Road, which includes the potential for a street market; PA6 Clifftown with a focus on smaller shop units as a whole but the possible redevelopment of Central House for larger retail units; PA7 Tyles with potential for new ground floor retail.

## Sustainability effects and recommendations

- 4.8.19 The SCAAP should have a beneficial impact on supporting a sustainable economy in the Central Area as well maintaining its retail role.
- 4.8.20 However, there is a need to make sure that existing office and business space is not lost in favour of other uses, such as residential or education use. A quality office provision needs to be maintained in the town centre. Existing land that is currently in employment use should not be lost if no replacement is provided. The SCAAP does allow for provision in various Policy Areas and Opportunity Sites and the delivery of these flexible sites should be monitored. The Central Area is the most sustainable place for high trip generating office uses.
- 4.8.21 Protection of the retail use in the primary shopping areas is important to maintain the retail role of the town centre and High Street. Too high a proportion of non-A1 retail uses can change the character of a retail area, which could lead to its further decline as a place to shop, as noted in the supporting text to policy DS1. However, there can also be benefits from reducing the number of vacant units through temporary retail of other uses and reducing the Primary Shopping Frontage.
- 4.8.22 An alternative to the three options may be to seek to monitor the Primary Retail Frontage and further reduce its total frontage, replacing Primary with Secondary retail as needed. This could maintain a retail 'core' where protection for A1 uses could be set at high levels (e.g. 70% or more).

## 4.9 Leisure, recreation and open space

### Implications for sustainable development

#### *The Seafront*

- 4.9.1 Central Southend has a continued importance as a leisure destination for the people of Southend as well as visitors from a wide area. This provides an important economic income for the town. This is covered in the SA section on employment and retail (**section 4.8**).
- 4.9.2 The seafront, especially the central seafront (including the pier), and Eastern and Western Esplanades, are the major recreation and leisure assets of the town. The SCAAP includes proposals for how these areas can be further improved to improve them in the long-term, such as new public space at the end of the High Street, City Beach Phase 2 and redevelopment at the Seaways Car Park.
- 4.9.3 The SCAAP also seeks to improve access to the sea and seafront through improvements at the waterfront, to include new facilities, such as jetties and slipways and good management. These measures should help secure the better recreation access at the seafront, a leisure resource for residents and visitors. As set out in policy, new development on the waterfront and seafront must ensure to protect the nature conservation interests of the area, and the quality of the natural environment that is part of the attraction of the area.

### **Open space and Public Space**

- 4.9.4 In addition to meeting the leisure and recreation needs of the wider Southend population and visitors to the area, consideration may also need to be given to the more everyday needs of central Southend residents. New and existing housing in the area means open space is needed for formal and informal recreation. This will need to be incorporated into development on larger regeneration sites or through a general increase to accommodate the needs of small developments. Several sites are put forward where there is the potential for new open space or public space, such as at Warrior Square and Queensway. LDF policy also sets principles for delivery of open space and community space in particular policies CP6 and CP7 of the Core Strategy.
- 4.9.5 The SCAAP does make reference to the need to supply new space for informal recreation to help alleviate pressure on the important foreshore nature conservation sites. This is part of the 'green grid' strategy, as shown in the SCAAP. However, the SCAAP is not specific on what the characteristics of such sites should be or the features that would make them attractive alternative to the foreshore, in particular the detail of the type of green space expected as the Urban Park at Queensway, although the masterplan proposed for the site may add this additional detail.
- 4.9.6 The SCAAP identifies that the public space at the north end of the High Street could be better used and this could be in combination with the proposed pedestrianisation of London Road. This site could also be used as the venue for periodic local produce or farmers markets, and could include some permanent market stalls.

### **Policy coverage**

- 4.9.7 The SCAAP includes many policies that will help deliver new and protect existing leisure and recreation development in the Central Area. Policies include:
- CS1 policies relate to the improvement of the Central Seafront as an important leisure and recreation asset for local residents and visitors, this includes new facilities at the waterfront;
  - Several area specific policies include principles covering new public space and open space. This includes public spaces that could be used for local events such as a new public plaza at the end of High Street at the Seafront; PA8 Victoria Gateway a new civic space at North Road junction with Chelmsford Avenue and an enhanced space by the Civic Centre; OS14 Sutton Road, a new area of open space, as well as improved use of the public space the at Victoria Circus in conjunction with a pedestrianised London Road (PA2)
  - There are also policies covering new areas of public green spaces such as PA5 Warrior Square; a 'Queensway Urban Park'; an additional green space at PA5 Warrior Square and linked green spaces at OS11 Victoria Avenue Office Area.

### **Sustainability effects and recommendations**

- 4.9.8 The SCAAP should have beneficial impacts on sustainable development from supporting the provision of improved space for leisure and recreation in the Central Area.
- 4.9.9 New seafront and waterfront leisure and recreation development will need to take into account the potential conflict of uses. There will be different demands on the area from areas of quiet

enjoyment of the natural environment to places for active water-sports. For everyone's enjoyment different uses will need to be managed to ensure high quality leisure opportunities for all.

- 4.9.10 There is also the possibility that new development for waterfront tourism and leisure to conflict with the nature conservation interest of the site. This will need to be managed to ensure no harm comes to internationally designated sites.
- 4.9.11 To help deliver new high quality urban green spaces as proposed through policy landscape masterplans should be established to ensure that it is delivered in a coordinated way, in particular where linked spaces are proposed. These should identify the features of importance in these area, not only the location.

## **4.10 Sustainable construction and flooding**

### **Implications for sustainable development**

#### ***Sustainable Construction and energy***

- 4.10.1 The large amount of redevelopment proposed through the SCAAP will require substantial use of natural resources during construction and in operation. To reduce these impacts it is essential that new development is designed in such a way to reduce overall natural resource demands.
- 4.10.2 Many older buildings in the town centre are unlikely to be energy efficient, therefore upgrading or redevelopment has the potential to deliver energy savings in the long-term. In terms of overall resource uses, and protection of heritage, upgrading and refurbishment is likely to be preferable over demolition and new development. However, where this is not possible replacement buildings should be constructed to high standards of sustainability.
- 4.10.3 As well as energy savings through efficiency there is also the possibility in larger development schemes or networks of schemes including on-site energy generation for low carbon sources. This could include community heat and power schemes, that may be suitable as part of larger redevelopment areas, including University buildings, mixed use or new office developments.
- 4.10.4 The SCAAP includes a policy criteria for most Policy Areas to support decentralised energy supply and energy efficiency in new development, which may be possible for many development sites. For example, there may be good potential for wind energy on new seafront development, subject to the choice of the right technology that is suitable for its location and generates a viable amount of energy and solar power will be suitable on many development sites in the Central Area.
- 4.10.5 Water resources in the east of England can be limited, especially in times of low rainfall. Therefore, new buildings and refurbishments must incorporate water efficiency measures, including re-use of rainwater or grey water.
- 4.10.6 On larger and landmark buildings SBC should take every opportunity to ensure buildings include sustainable design measures, such as renewable energy generation, efficiency and urban greening.

#### ***Flood risk***

- 4.10.7 Part of sustainable construction is making sure new development does not put existing and future residents at increased risk of flood. Flood risk can occur from new development being located in areas identified as being at risk of being inundated from rivers or the sea. There is also flood risk created by surface water during heavy rainfall. There is an increasing risk from intense storms due to a changing climate and therefore this risk needs to be factored into the design of new development.
- 4.10.8 The SCAAP addresses flood risk and includes a policy to manage this risk in the seafront area where tidal inundation is a real possibility. Several sites have also been identified that are at particular risk of surface flooding. There are also proposals for urban greening and areas of soft landscaping that can be extremely beneficial in terms of reducing surface water runoff and helping prevent associated flooding.

### Policy Coverage

- 4.10.9 There is coverage of the need to ensure sustainable construction in the policies of the SCAAP, which should help reduce resource use and ensure the more efficient use of energy. Each area specific policy contains a criteria on energy, including decentralised energy supply and the retrofit of existing development.
- 4.10.10 The principal flooding policy of the SCAAP is DS4 that sets development principles specific to flood risk. The policy referenced within the Central Seafront sections of the SCAAP.
- 4.10.11 Area policies also include requirements for urban greening that have the potential to reduce surface water runoff and therefore flooding are:
- PA2 London Road that specifically identifies the importance of permeable surfaces;
  - All PAs contain criteria to deliver new urban greening, from tree planting to more comprehensive schemes to deliver biodiversity improvement and new/enhanced parks, such as at Queensway including the creation of the 'Urban Park'; PA6 Warrior Square with a new greenspace to complement the existing Gardens;
  - The potential for green roofs is also included in PA3 Elmer Square, identifies the potential for urban greening measures such as green walls and roof gardens and OS11 Victoria Gateway Neighbourhood.

### Sustainability effects and recommendations

- 4.10.12 The SCAAP has the potential to have some beneficial effects on sustainable development. In relation to sustainable construction and the more efficient use of resources.
- 4.10.13 The large mixed use and landmark sites proposed have real potential to deliver buildings to exemplar sustainability standards, both in construction and use of resources. Building to high standards can have benefits for the resource use of the individual buildings as well as providing an example of standards that can be achieved. This can help guide the delivery of other development in the Borough, helping guide the way for sustainable construction.
- 4.10.14 Flood issues are covered by policy DS4. The wording of this policy may help in reducing flood risk as a result of new development.

## 4.11 The natural environment

## Implications for sustainable development

### ***Conservation of nature conservation***

- 4.11.1 The SCAAP recognises the importance of protecting the biodiversity assets along the coast and foreshore. Of particular importance is the foreshore area that is the location of internationally important areas designated for their nature conservation value.
- 4.11.2 The natural environment is a major asset to the Borough in terms of the character of the area and value this gives to the visitor economy and local people. The Central Area also contains areas of water, open space, trees and landscaping that all contribute to the natural environment quality.
- 4.11.3 These areas have statutory protection from harm set through legislation. New development in central Southend must not adversely impact on the internationally designated nature conservation sites; evidence needs to be in place to demonstrate this has been addressed. A Habitats Regulations screening assessment will be needed to show how impacts on biodiversity have been taken into account.
- 4.11.4 Policies at the seafront specifically recognise the potential for impacts, requiring new development to take this into account. The policies refer to the need of development in the seafront area to undergo appropriate assessment under the Habitats Directive. The Core Strategy contains the policies to ensure obligations under the Habitats Directive are met elsewhere in the Central Area, as even development some distance from the foreshore could put nature conservation sites at risk. For instance, drainage of new development needs to ensure that storm water runoff does not harm the protected site, or sufficient open space is provided as part of new development to reduce visitor pressure on the foreshore.
- 4.11.5 Policies of the central seafront include policy principles that could require new information and interpretation opportunities on the nature conservation value of the seafront. This is a positive step in helping visitors and residents understand and appreciate the unique value of the foreshore and may also help protect these assets from unintentional harm.

### ***New green space***

- 4.11.6 The town centre currently has poor provision of green public open space, with the exception of the seafront. Site specific Policy Area principles identify how new green open space can be integrated into development. This includes a new Urban Park at Queensway, linked open space at the Victoria Gateway Neighbourhood and new green space at Warrior Square. Delivering parks such as this can be positive in helping secure more sustainable urban environments.
- 4.11.7 The SCAAP includes proposals to improve the quality of existing areas, through new planting, such as at the High Street, Victoria and Sutton Gateway Neighbourhoods and in many instances the policy principles identify the need for 'soft' over 'hard' landscaping. In helping achieve more sustainable development the SCAAP supports an approach where urban greening is not only be considered for its aesthetic benefits but also the biodiversity value. Examples of the type of new species promoted throughout the Central Area could be provided, for instance wildflowers for bees and butterflies and fruiting species to support birds and bats.

4.11.8 Areas of green space within the urban context can have multiple sustainability benefits, not only in relation to wildlife, these include:

- providing open space for rest and relaxation of residents, workers and visitors to the town centre;
- providing shading and reducing urban heat island effects caused by the sun reflecting off hard surfaces on hot days that make outdoor spaces uncomfortably hot;
- views of trees and green spaces have been shown to have positive benefits for mental wellbeing;
- planting can make a valuable contribution to the quality of the built environment, such as tree lined avenues and pocket parks.

4.11.9 There are also potential positive impacts of the proposals on the protection of the natural environment elsewhere in the Borough and region. This comes from the intensification of use of land in the Central Area, meaning more development can be accommodated on previously developed land rather than requiring greenfield sites. The redevelopment of surface car parking to more space efficient alternatives is an option. In addition, redevelopment of redundant office and business sites in the Victoria and Sutton Gateways allows these accessible sites to be bought back into good use.

### Policy coverage

4.11.10 Area policies addressing urban greening include:

- PA2 London Road that also identifies the importance of permeable surfaces;
- PA4 Queensway, PA5 Warrior Square PA7 Tylers all cover the greening of Queensway including the creation of the 'Urban Park';
- General urban greening including new tree planting and support for soft landscaping rather than hard landscaping are part of all Policy Areas from policy PA3 Elmer Square, which identifies the potential for urban greening measures such as green walls and roof gardens; PA5 Warrior Square that includes the potential for a new urban greenspace and restriction of hard landscaping; PA6 Clifftown; CS1 includes additional tree planting; PA8 Victoria Gateway and the provision of linked greenspaces in OS11 in particular.
- CS1 Central Seafront identifies the importance of maintaining a 'green grid' with the intention linking the urban open spaces and helping to alleviate pressure on the internationally designated foreshore area. CS3 relating to waterfront development also identifies the need ensure the seafront nature conservation designations are protected from harm.
- CS2 relates to the need to protection the nature conservation sites on the seafront, including the requirements for assessment as part of the Habitats Regulations.
- Policies that will help land be used more efficiently and therefore potentially protect existing open space from harm include policies that will help bring redundant or unused sites back into full use. This includes PA3 Elmer Square and PA8 and PA9 the Vitoria and Sutton Gateway Neighbourhoods.

### Sustainability effects and recommendations

- 4.11.11 Policies of the SCAAP are a likely to be beneficial in protecting the natural environment, particularly areas of high designated quality with likely beneficial effects on sustainable development.
- 4.11.12 Providing detail on how elements of urban greening will be achieved, for example, the Urban Park at Queensway has the potential to bring the natural environment into the heart of the town. A masterplan for the site, as referred to in policy, may help secure contributions from local developers or aid individual developments identify what is needed from them to deliver part of the new green space. Similarly, such an approach could be taken for the linked green spaces at Victoria Avenue as part of the masterplan for this area, where there is need for an overarching strategy for the area, given the way development is occurring in a more piecemeal way in this location.
- 4.11.13 There may also be the potential to include more consistent policy wording on urban greening and the measures this could include. For example, if all Policy Areas should seek to delivery green walls and/or green roofs or only the few instance identified.
- 4.11.14 The inclusion of details of the 'green grid' strategy in the SCAAP should help in alleviating pressure on the foreshore. New open space is expected to help provide an alternative to using the foreshore for recreation and help reduce visitor pressure in the designated area, although some additional detail on what the characteristics of such spaces could be included in the plan.
- 4.11.15 There are several references to lighting strategies in the SCAAP. These can help create a more attractive night-time environment and lighting of 'green grid' links could help improve safety. However, for nocturnal wildlife lighting can create barriers to movement. Therefore, lighting schemes need to take potential impacts into account, using suitable wattage, directional lighting, timings and low level lighting to avoid adverse impacts.

## **4.12 Implementing the SCAAP**

- 4.12.1 For any of the plans, policies and proposals of the SCAAP to be achieved and sustainable development delivered, they must be implemented. This section of the SA Report considers how effective the SCAAP might be in securing implementation and delivery of sustainable development.
- 4.12.2 This assessment does not consider issues such as viability and availability of sites, as this is matter to be determined by plan makers. However, it will be necessary to have reasonable certainty that any of the projects and proposal of the SCAAP have can be delivered. Without this certainty there is little value in including them in the SCAAP.

### **Implementation**

- 4.12.3 The SCAAP has an essential role to play in showing how the multiple proposals and regeneration schemes for central Southend will be delivered and how they will be implemented. The SCAAP acts a co-ordination document to join-up the schemes of various delivery partners and to help secure further funding by providing supporting documents for bids, with the intention of creating a better and more sustainable Southend.

4.12.4 The proposed 'Implementation and Monitoring' framework of the SCAAP contains several aspects that help demonstrate that the AAP could be delivered. This includes:

- **Identification of the delivery partners for policies:** Delivery partners include public and private bodies, including: developers, property owners, infrastructure providers, transport providers, the university. The Council also are a major stakeholder in the Central Area as they manage the town centre.
- **Identification of ownership or responsible agencies for proposal sites:** The majority of the sites are in Council ownership, demonstrating that these sites will be available for development as set out in the SCAAP. Using the SCAAP to co-ordinate work with the others should help development to be brought forward in a unified way. The particular complexities of sites in multiple ownerships are identified.
- **Indicative phasing:** All Opportunity Sites are allocated to one of three indicative phases for delivery, based on the complexity of the site, ownership, funding and if the site is currently public or private. This helps understand the priorities for development. Only sites in Phase 1 are identified as being implementable in the plan period of the wider LDF and are therefore to be included as allocations in the final SCAAP.

4.12.5 The proposed monitoring framework will help demonstrate how effectively the SCAAP is being implemented. The SCAAP monitoring framework will be used in to help monitor the SCAAP and with details included at the next version of the SCAAP and accompanying SA report.

### The usability of the AAP

4.12.6 For the AAP to be successfully implemented it needs to be a usable document.

4.12.7 As this SA report shows the majority of AAP objectives, policies and proposals are compatible with achieving sustainable development for central Southend and beyond. The SCAAP is clearly set out avoiding too much internal repetition or unnecessary repetition with other policies of the LDF, which also will be applicable where relevant to any development proposed in the SCAAP area.

## 4.13 Mitigation

### Introduction

4.13.1 The SEA Directive requires that consideration be given to how any significant impacts identified during the SA process could be mitigated.

4.13.2 Mitigation of the potential adverse impacts of the strategy can be achieved in a number of ways. The matrix showing the SA of each policy in **Appendix D** gives examples of how the potential adverse impacts of the policy could be mitigated against through adjustments to policy wording or the addition of potential policy principles.

### Methods of mitigation

4.13.3 In addition to adjustment of policy wording there are several other ways mitigation of possible impacts can take place; these are shown in paragraphs 4.13.4 to 4.13.8.

4.13.4 **Implementing other planning policies:** Many potential impacts will be mitigated through the use of other policies including those of the LDF and national policy. This has a particular role

to play in avoiding the adverse impacts from the quantity of development to be delivered through the strategy. Policies that will help mitigate impacts include those on natural environment protection, community infrastructure provision, design and the historic environment.

- 4.13.5 **Requirements for developers:** Policy sets out measures that developers will have to use to demonstrate they have mitigated the impacts of their development. The SCAAP itself contains some requirements, such as Habitats Regulations assessments and Flood Risk Assessment, with other such requirements set elsewhere in the SCAAP, such as requirements for Travel Plans or meeting sustainable construction standards. There may also be site-by-site planning application requirements these could include ecological assessment and enhancement plans, air quality assessments and ground conditions assessment and remediation plans as required.
- 4.13.6 Up-to-date **Development Briefs** or **Masterplans** for all of the larger development sites, or groups of small sites or for parks. These will help implement a cohesive development strategy for whole areas. This has greater potential to deliver high quality and sustainable development rather than a piecemeal approach. It should cover issues such as:
- design protocols and the layout of development;
  - biodiversity protection or enhancement measures;
  - planting schemes;
  - creation of permeable spaces and links to neighbouring development.
- 4.13.7 The delivery of infrastructure improvements to mitigate some impacts, such as loss of public open space and public transport enhancement, will also be dependent on developer **CIL** and **other contributions** or **obligations**. These will be used to deliver sustainability benefits associated with new development.
- 4.13.8 Implementation of **other strategies and plans** in the plan area, which will include measures such as the transport improvement strategies, delivery of bus priority routes, tourism strategies, 'City Beach Phase 2', and other regeneration strategies, as well as the plans of neighbouring local authorities.

## 5 Future stages of Sustainability Appraisal

### 5.1 Next stages of the SA

- 5.1.1 The SA of the SCAAP will continue to adoption of the SCAAP. Each consultation stage of the SCAAP will be accompanied by an updated SA Report that document the appraisal process and the decisions that have been made.
- 5.1.2 It is up to SBC to decide what the next stage of consultation will be. For instance, there could be a further round of consultation on options or preparation of the SCAAP to submit for examination by the Planning Inspectorate. Future stages of the SA will need to take into account any representation received on the SA as well as the SCAAP in the assessment of effects.
- 5.1.3 At Examination the Inspector will consider the SCAAP, representations and the SA in identifying the need for further modification to the plan. These modifications will be consulted on and it therefore may be necessary to consider if they require update of the SA.
- 5.1.4 Once the SCAAP is found sound and modifications included it will formally adopted by the Council. At the time of Adoption a 'Statement' must published that sets out (amongst other things) 'the measures decided concerning monitoring'.

### 5.2 Monitoring

- 5.2.1 There is a requirement for monitoring the sustainability appraisal arising from the SEA Regulations. The intention is to monitor the impact on the SCAAP for significant environmental effects. Monitoring will need to consider positive and negative impacts, triggering a review if necessary.
- 5.2.2 The specific requirements of the SEA Regulations on monitoring are to:

*"Monitor the significant environmental effects of the implementation...with the purpose of identifying unforeseen adverse effects at an early stage" (Regulation 17(1))*

#### Developing the framework

- 5.2.3 The sustainability framework (section 2) provides a good starting point for developing targets and indicators for monitoring. As set out in the SEA Regulations there is no need for the SA monitoring to be in isolation from other monitoring measures put in place for the plan. Therefore, it is recommended that monitoring is integrated into LDF and SCAAP specific monitoring.
- 5.2.4 Monitoring need only begin once the SCAAP has been adopted and implementation begun. Therefore, a monitoring framework for the SA need not be agreed until the final monitoring framework for the SCAAP is in place. Therefore, once the SCAAP framework has been established the SA process will identify relevant indicators to assess environmental effects, or suggest additional indicators if necessary

- 5.2.5 For a successful SCAAP monitoring framework the Council must ensure that the indicators they choose for monitoring are manageable, really measure the effects of SCAAP implementation, and are matters over which the SCAAP can have a direct influence. The indicators should also only address matters that are required through policy and not set indicators that exceed policy expectations.
- 5.2.6 In setting a monitoring framework for the AAP the chosen indicators and targets need to be:
- **specific** – in that it relates to policy objectives, indicators reflect what is set out in policy and strategy, and do not appear to be defining requirements that go beyond, or differ from, policy;
  - **attributable** – monitoring the indicator must give results that can be directly related to the LDP policies, and should not be issues that are influenced or are more likely to be influenced by matters outside the control of the LDF;
  - **measurable** – it must be the case that data or information can realistically be gathered on the indicators, including whether this is possible given time and resources. Indicators could be linked to data already been gathered by other bodies, besides the planning authority;
  - **timescale** – the indicator must be capable of being monitored on a regular basis, usually annually, to be an effective part of a monitoring programme.
- 5.2.7 The SA already identifies some matters that could be considered as part of monitoring the SCAAP, including:
- Housing delivery in each PA;
  - New housing mix of type and tenure;
  - Office floorspace, including proportion lost to change of use;
  - School capacity.

## 6 Conclusion and Summary

### 6.1 Introduction

- 6.1.1 The Sustainability Appraisal (SA) has recognised that the Central Southend AAP (SCAAP) has an important role to play in the sustainable development of this area and the wider Borough.
- 6.1.2 The proposed SCAAP vision and objectives provide the foundation for the development of policies and proposals for the central area. However, these objectives are stronger for some areas, such as the importance of the conserving and enhancing the natural environment.

### 6.2 SCAAP and SA iteration

- 6.2.1 The SCAAP has been through several iterations prior the current Preferred Approach version, starting with Issues and Options in 2010 and the Proposed Submission version consulted on in 2011. The current version of the SCAAP has been made more succinct from the previous versions to reflect that national planning guidance that came into force in 2012 and the Southend DMD that was adopted in 2015.
- 6.2.2 At the Issues and Options (2011) version of the SCAAP three spatial options were considered for development. All three options were appraised as part of the SA, including the preferred approach that was 'City by the Sea'. The SA found that this option was likely to help delivery the greatest benefits for sustainable development, although this would depend on funding being available.
- 6.2.3 Other alternatives for delivery were considered as an iterative process, with no other options for development explicitly stated and assessed, up to the Preferred Approach that considered options for managing the Primary Shopping Frontage.
- 6.2.4 The draft Preferred Approach SCAAP was subject to SA before being finalised, allowing the opportunity the appraisal to inform the final Preferred Approach for consultation.

### 6.3 SA of the Preferred Approach SCAAP 2015

- 6.3.1 The SA has identified that the objectives, policies and proposals of the SCAAP have the potential to have beneficial sustainability development effects in the Central Area, as well as wider Southend and beyond. The SCAAP contains much that is very compatible with achieving sustainable development. There are many positive aspects of the plan in relation to delivering sustainable development that include:
- securing more sustainable transport access to town centre, with emphasis on walking and cycling as well as public transport, with the result of fewer car trips and more equitable access for all;
  - delivering improvements to the built environment though designing places and buildings that fit the context of the area and provide for a vibrant town centre;

- supporting the economy of the town through providing new spaces for a diverse range of businesses, including offices, retail and strong emphasis on the growing the tourism economy;
  - protecting the assets of the central area, including historic and cultural heritage of the built environment and protecting the high quality natural environment and seafront;
  - supporting new mixed communities in the central area through the provision of new homes and community services, including schools, health centres and open space;
  - clear policies on the anticipated residential development in the SCAAP area, showing the status of individual sites and the timeframe for their delivery;
  - encouraging urban greening with policy criteria in place to help deliver new areas of planting throughout the Central Area, with the potential to have multiple sustainability benefits for the area; and
  - continuing to expand the university and college facilities in the town centre to support a thriving education sector, this will help create a vibrant town, skilled workforce and opportunities for business growth.
- 6.3.2 The SA of the submission SCAAP reveals some other sustainability issues. The SA makes recommendations on how some aspects of the SCAAP could improve the sustainability performance of the plan.
- 6.3.3 **Transport and movement:** To successfully achieve a modal shift away from car use, there is a need to ensure transport, movement and parking strategy presents a proactive and joined up approach to managing traffic in the town centre. Without this the regeneration of central Southend could be adversely affected by increasing congestion, with negative health and environmental impacts.
- 6.3.4 The SCAAP has the potential to deliver significant benefits from achieving a modal shift to more sustainable travel, including walking and cycling that can also have benefits for the community and economy of Southend.
- 6.3.5 The policies of the SCAAP show a clear intention to make the town centre a better place with improvement to the pedestrian environment to encourage more people to walk. Improved links to the Central Area will also help reduce car use in the town centre, with benefits for the natural and residential environment.
- 6.3.6 **Residential development and communities:** Central Southend has a significant role to play in delivering new residential development for the Borough. The requirement is set through the Core Strategy for Southend.
- 6.3.7 The policies of the SCAAP are essential in helping ensure development in the Central Area make a suitable contribution to meeting Southend's housing needs. Therefore, the SCAAP has the potential to deliver sustainability benefits from supporting additional housing in the Central Area, supporting its viability and vitality and contributing to reducing car travel.
- 6.3.8 As the SCAAP evolves some further information could be included on the type of community facilities required to help secure their delivery to meet the needs of a growing Central Area population. There may be a particular demand as a result of the loss of community spaces and services at Queensway House, as well as the potential loss of other community spaces

such as at Short Street. Community services are an essential part of ensuring sustainable communities in the Central Area.

- 6.3.9 Delivering new housing and community facilities at Queensway will take into account the emerging strategy of the 'Better Queensway' initiative, specific outcomes may need to be included in the final SCAAP. The Queensway policy recognises the need for no net loss of affordable housing and this approach could be extended to similar sites in the Central Area consideration could be given to going beyond Core Strategy policy on affordable housing to reflect a particular need or to recognise their former use.
- 6.3.10 Policies could include measure to control student accommodation throughout the Central Area to ensure it does not harm residential amenity or cause adverse impacts on the public realm. This should be a consideration of new purpose built student accommodation; particularly where this will provide a large amount of new rooms. Such measures could include policy requirements for planning applications to demonstrate how the sites will be managed.
- 6.3.11 The SCAAP clearly sets out the anticipated housing yield in each Policy Area. Tables for each Policy Area as well as a summary table show how housing will come forward on a mixture of new allocations, sites with expired permissions and sites with existing permission. This inclusion provides useful clarity on the role of each area and appreciation of the likely growth planned for and that already ready for delivery.
- 6.3.12 **The built and heritage environment:** The principle focus of the SCAAP is how improvements can be made to the built environment of the central area, through new development and enhancement. This will have positive sustainability impacts related to improving the image of the centre. A better 'sense of place' can help support the community's pride in the place in the place where there live, which can have positive impacts on social sustainability. The town centre is also the showcase for the rest of the town, and therefore if this area has a high quality image it can encourage local and national investment in the whole town.
- 6.3.13 The SCAAP has the potential to deliver significant environmental benefits from supporting development that improve the built environment; this can include benefits for the economy and the communities of the town. There are many instances where proposals and policies of the SCAAP are likely to help deliver a higher quality built environment. This includes specific regeneration and renewal schemes, measure such as new planting and public art and policies to help ensure new and existing car parks are designed reduce their impact on the built environment, for instance through use of greenwalls on multi-storey car parks.
- 6.3.14 There may be an opportunity for the SCAAP or other mechanisms (such as Article 4 directions) to help control change of use from office to residential development through permitted development rights. The current approvals for this change of use may be undermining a policy led approach to sustainable development in some part of the Central Area.
- 6.3.15 **Education and culture:** Support for education in the town centre will have positive sustainability impacts, not only from improving availability of learning sites but also from the vibrancy a student population can bring to the central area.

- 6.3.16 The SCAAP has the potential to deliver benefits relating to education, supporting local communities and the economy.
- 6.3.17 However, the SA identifies that there will be the need to ensure that the supply of school places is monitored and new facilities provided as necessary. Currently, there is likely to be capacity in existing schools until the end of the plan period. However, consideration needs to be given to the longer term and possible suitable site in or near the Central Area. Without necessary provision there may be a detrimental impact on local communities, particularly affecting the more deprived communities of the Central Area.
- 6.3.18 It is important that any new student accommodation that comes forward in the Central Area does not prevent other town centre uses being brought forward. For example, some locations may be preferable for new homes rather than student accommodation. Concentration of student accommodation can also have detrimental impacts on neighbourhoods from a high transient population, although there can be benefits of creating vibrancy.
- 6.3.19 **Employment and retail:** The SCAAP identifies the primacy of central Southend for new retail and office development. The SA finds that the SCAAP should have a beneficial impact on supporting a sustainable economy in the Central Area as well maintaining its retail role.
- 6.3.20 There is a need to make sure that existing office and business space is not lost in favour of other uses, such as residential or education use, unless suitable new space is available. A quality and flexible office provision needs to be maintained in the town centre. The Central Area is the most sustainable place for high trip generating office uses.
- 6.3.21 Protection of the retail use in the primary and shopping areas is important to maintain the retail role of the town centre and High Street. Too high a proportion of non- A1 retail uses can change the character of a retail area, which could lead to its further decline as a place to shop. However, there can also be benefits from reducing the number of vacant units through temporary retail of other uses.
- 6.3.22 **Leisure, recreation and open space:** The SCAPP policies relating to leisure and recreation should have beneficial impacts on sustainable development from supporting the provision of improved space for leisure and recreation in the Central Area.
- 6.3.23 The SA does note that new seafront and waterfront leisure and recreation development will need to take into account the potential conflict of uses. There will be different demands on the area from areas of quiet enjoyment of the natural environment to places for active water-sports. For everyone's enjoyment different uses will need to be managed to ensure high quality leisure opportunities for all.
- 6.3.24 There is also the possibility that new development for waterfront tourism and leisure to conflict with the nature conservation interest of the site. This will need to be managed to ensure no harm comes to internationally designated sites.
- 6.3.25 **Sustainable construction and flooding:** The SCAAP has the potential to have some beneficial effects on sustainable development. In relation to sustainable construction and the more efficient use of resources.

- 6.3.26 The SA notes the potential for large mixed use and landmark sites proposed have real potential to deliver buildings to exemplar sustainability standards, both in construction and use of resources. Building to high standards can have benefits for the resource use of the individual buildings as well as providing an example of standards that can be achieved. This can help guide the delivery of other development in the Borough, helping guide the way for sustainable construction.
- 6.3.27 **Natural environment:** Policies of the SCAAP are likely to be beneficial in protecting the natural environment, particularly areas of high designated quality with likely beneficial effects on sustainable development.
- 6.3.28 The SCAAP needs to play a role in delivering new urban greenspace in a coordinated way. Policies identify the need to prepare a masterplan for the Urban Park at Queensway, which has the potential to bring the natural environment into the heart of the town. Similarly, any masterplan prepared for Victoria Avenue should include details of the linked green spaces at Victoria Avenue where an overarching strategy may be needed to coordinate piecemeal development to help create high quality, cohesive area of open space.
- 6.3.29 There may also be the potential to include more consistent policy wording on urban greening and the measures this could include. For example, if all Policy Areas should seek to delivery green walls and/or green roofs or only the instances identified.
- 6.3.30 New open space is expected to help provide an alternative for recreation to the foreshore, to help reduce visitor pressure in the designated area, as part of the 'green grid' details are included in the SCAAP. However, to successfully achieve this there is a need detail in the SCAAP on how the 'green grid' and new open space will support this.
- 6.3.31 There are several references to lighting strategies in the SCAAP. These can help create a more attractive night-time environment and lighting of 'green grid' links could help improve safety. However, for nocturnal wildlife lighting can create barriers to movement. Therefore, lighting schemes need to take potential impacts into account, using suitable wattage, timings and low level lighting to avoid adverse impacts.
- 6.3.32 **Implementation:** It is evident that no sustainability benefits can be realised if development cannot be implemented. The implementation plan will have to show how the policies and proposals might be secured, and includes details of timescales, targets and delivery partners.
- 6.3.33 The SA identifies that the SCAAP is a succinct plan and clearly sets out the priorities for development in in Policy Area, with a limited number of development strategy policies specific to the Central Area. This is an improvement from earlier versions of the SCAAP that contained many, often overlapping, policies that complicated the principal issues that needed to be considered as part of development that would lead to more sustainable development.



# Appendix A    Baseline and Policy Context



# 1 Baseline and Policy Context

- 1.1.1 This appendix identifies the issues that should be taken into account in undertaking the Sustainability Appraisal (SA) of the Southend Central Area Action Plan (SCAAP) as the context for appraisal. It covers relevant policies and strategies as well as the baseline context. More information can be found in the Scoping Report for the Core Strategy.

# 2 Plans and Strategies

- 2.1.1 This section concentrates on the main plans, policies and programmes that set the context for the SCAAP, particularly at the local level. There are a great number of plans, strategies and regulations that exist with an international to local coverage. However, of most use to understanding what the SCAAP should be aiming to achieve and the sustainability priorities for the area are local plans and strategies. For this reason the focus of the plan and strategy review are these local plans and strategies.

## 2.2 National Planning Policy and Guidance

- 2.2.1 The UK planning system is a plan led approach as imbedded in Section 38 (6) of the Planning and Compulsory Purchase Act 2004. This requires planning applications to be determined in accordance with the development plan and unless material considerations indicate otherwise. Thus, it is essential the planning policies covering Southend will have the delivery of sustainable development embedded within them. National policy is set through the **National Planning Policy Framework (NPPF)**, which was adopted in March 2012.
- 2.2.2 The NPPF therefore constitutes policy which planning authorities and developers must take into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
- 2.2.3 The NPPF does not change the statutory status for the development plan as the starting point for decision making. Proposed development that accords with an up to date local plan should be approved and proposed development which conflicts should be refused unless other material considerations indicate otherwise (Paragraph 12).
- 2.2.4 The document identifies that the purpose of planning is to help achieve sustainable development, with 'sustainable' meaning the need to ensure that securing better lives for current generations does not mean worse lives for future generations and 'development' meaning growth. The key objectives within the guidance that are relevant to the current development proposals are summarised as:
- A presumption in favour of sustainable development;
  - Building a strong and competitive economy;
  - Promoting sustainable transport;
  - Climate change, flooding and coastal change;
  - Conserve and enhance the natural environment; and
  - Conserve and enhance the historic environment.

### *The Presumption in Favour of Sustainable Development*

- 2.2.5 The NPPF identifies that at the heart of the planning system there is a presumption in favour of sustainable development which should be seen as the golden thread running through plan making and decision making. The presumption means ‘decision takers at every level should approve development proposals that accord with the development plan without delay’ (Paragraph 14).
- 2.2.6 The three dimensions of sustainable development that give rise to the need for the planning system to perform a number of roles are identified in paragraph 7 as:
- **An economic role** – contributing to building a strong, responsive and competitive economy by ensuring sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure
  - **A social role** – supporting strong vibrant and healthy communities providing the supply of housing required to meet the needs of the present and future generations; and by creating a high quality built environment, with accessible local services that reflect the communities needs and support and its health, social and cultural wellbeing
  - **An environmental role** – contributing to protecting and enhancing the natural built and historic environment and as part of this helping to improve biodiversity, use natural resources prudential, minimise waste and pollution and mitigate and adapt climate change including moving to a lower carbon economy.

### *Ensuring the vitality of town centres*

- 2.2.7 In the NPPF the focus is on recognising and protecting the importance of town centres as the focus for retail, leisure and business development. At paragraph 23 it states that local planning authorities should
- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
  - define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations;
  - promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
  - retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive;
  - allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres.
  - recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and
  - where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.

### *Building a Strong Competitive Economy*

- 2.2.8 The NPPF supports the growth agenda with the Government committed to securing economic growth in order to create jobs and prosperity and meet the challenges of global competition

and of a low carbon agenda. The focus on economic growth has been one of the major drivers of the planning reforms in delivering an economic recovery.

- 2.2.9 The guidance states that 'planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system (paragraph 19).

#### *Promoting Sustainable Transport*

- 2.2.10 The guidance identifies that the transport system needs to be balanced in favour of sustainable transport modes giving people a real choice about the way they travel. In preparing local plans local authorities should therefore support a pattern of development which, where reasonable, facilitates the use of sustainable modes of travel.

#### *Climate Change, Flooding and Coastal Change*

- 2.2.11 The NPPF recognises that planning plays a key role in reducing greenhouse gas, emissions, minimising the impacts of climatic change and supporting the delivery of renewable and low carbon energy and associated infrastructure.
- 2.2.12 New development is also required to be planned to avoid increased vulnerability to a range of impacts arising from climate change (including factors such as flood risk, water supply and changes to biodiversity and landscape). New developments brought forward in areas which are vulnerable, therefore should ensure the risks can be managed through suitable adaption measures, including the planning of green infrastructure.
- 2.2.13 In relation to flood risk, the NPPF identifies that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk but where development is necessary, making it safe without increasing flood risk elsewhere.
- 2.2.14 When determining applications, local authorities should ensure that the flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by site specific flood risk assessment following the sequential test and, if required, the exception of test (Paragraph 103).

#### *Conserve and Enhance the Natural Environment*

- 2.2.15 The guidance sets out that the planning system should contribute to and enhance the natural and local environment by:
- Protecting and enhancing valued landscapes
  - Recognising the wider benefits of the eco-system services; and
  - Minimising impact on biodiversity and providing net gains and biodiversity where possible.
- 2.2.16 The NPPF identifies that planning policies and decisions should also ensure that any site is suitable for the new use taking into account of ground conditions and land instability, including natural hazard and mitigated accordingly.
- 2.2.17 Similarly, planning policies and decisions should aim to avoid noise from giving rise to significant adverse effects and mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise and new development including through the use of conditions.

### *Conserving and Enhancing the Historic Environment*

- 2.2.18 In determining applications the local planning authorities should require an applicant to describe the significance that any heritage assets affected including any contribution made to their setting. The guidance highlights that the level of detail should be proportionate to the assets importance in no more than is sufficient to understand the potential impact of the proposal on their significance (Paragraph 128).
- 2.2.19 The **Planning Practice Guidance** was developed by government to provide additional detail to support the implementation of the NPPF and aid local planning authorities in its implementation. The PPG includes specific measures for improving town centres including a 'town centre first' policy (March 2014), where new development is promoted in the town centre first before it is considered in other areas.
- 2.2.20 The **Habitats Directive and Conservation (Natural Habitats &c) Regulations 1994** (as amended), have relevance to the SCAAP. This is because the area covered by the SCAAP is in close proximity, and in some instances overlapping, with areas designated as being of international significance for nature conservation. These designated areas are collectively known under European legislation as Natura 2000 sites. Any potential impact of planning policy, or specific proposals, on these areas needs assessment to determine the nature of these impacts to ensure that they will mitigate or avoid completely harm to the designated features on the site. A separate process of screening the SCAAP under the Habitats Directive has taken place to establish the potential for effects on the Natura 2000 sites.
- 2.2.21 The Habitats Directive and Conservation (Natural Habitats &c) Regulations 1994 (as amended), have relevance to the SCAAP. This is because the area covered by the SCAAP is in close proximity, and in some instances overlapping, with areas designated as being of international significance for nature conservation. These designated areas are collectively known under European legislation as Natura 2000 sites. Any potential impact of planning policy, or specific proposals, on these areas needs assessment to determine the nature of these impacts to ensure that they will mitigate or avoid completely harm to the designated features on the site. A separate process of screening the SCAAP under the Habitats Directive has taken place to establish the potential for effects on the Natura 2000 sites.

## **2.3 Local and Regional Plans and Strategies**

### *Guiding principles*

- 2.3.1 A masterplan was prepared in 2007 that forms the basis to the proposals in the SCAAP. This is the Southend **Central Area Masterplan**, by Renaissance Southend Limited (RSL). The purpose of the masterplan is to set a vision for central Southend and the seafront, as part of the major scheme for Renaissance Southend. The aim is to:
- To act as a catalyst in realising the vision and objectives of RSL for the revitalisation of Southend;
  - To develop confidence amongst public and private sector landowners;
  - To encourage investment; and
  - To contribute to the development of civic pride and local ownership of proposals and guidance set out in the Masterplan.
- 2.3.2 This masterplan formed the basis for the SCAAP, which takes forward many of the projects and proposals of the masterplan so they become planning policy, rather than a more open

framework for delivery. However, the masterplan area only extends up Victoria Avenue to Harcourt Avenue, and none of the 'Sutton' Gateway.

2.3.3 The **Community Plan** and **SBC Corporate Plan** are both important drivers for local planning policy.

2.3.4 The aspirations for the local community are set out in **The Southend-on-Sea Community Plan 2010-2020**, prepared by the Southend Together Partnership. Although the partnership is now largely dissolved the strategy does provide a useful insight into the full range of sustainability issues that need to be addressed in the borough, covering issues that go beyond planning policy. The Southend development plan will have an essential role to play in building the communities and delivering infrastructure to support more sustainable communities. The strategy sets ambitions for the future of Southend these include:

- To be a borough with decent housing, in safe and attractive residential area, that meets the needs of those who want to live here;
- To provide opportunities, support and information to people of all ages and abilities to enable them to take responsibility for their health and choose a healthy lifestyle;
- To be a borough that has safe, more accessible, and affordable means of getting about, which supports the potential for regeneration and growth;
- To protect the borough for current and future generations and to remain an attractive place for residents, businesses and visitors;
- Create a safer town, where people feel secure and confident to live;
- To reduce inequalities in health and wellbeing across Southend and support all ages to lead independent lives and choose a healthy lifestyle;
- To build strong, confident and proud communities who are empowered to take an active part in local decision making and have positive relationships with each other; and
- To create a thriving and sustainable local economy that will extend opportunity for local residents and promotes prosperity throughout the borough.

2.3.5 The **Southend Corporate Plan** contains 10 corporate priorities and related actions 2013/14. Relevant priorities for the Local Development Framework (LDF) include:

- Ensure a well-maintained and attractive street scene, parks and open spaces;
- Where possible minimise our impact on the natural environment;
- Encourage the prosperity of Southend and its residents; and
- Enable well planned housing and developments that meet the needs of Southend's residents and businesses.

#### *Flooding and Shoreline Management*

2.3.6 The **Strategic Flood Risk Assessment Level 1** (September 2010) prepared by Southend-on-Sea Borough Council provides an overview of flood risk issues throughout the borough in order to facilitate a sequential approach during the allocation of sites for future development.

2.3.7 The assessment identifies that parts of the town centre may be at risk of surface water flooding. Proposed developments within the town centre, amongst the other areas listed within the document, should take consideration for the impact of surface water flow paths to the development and ensure effective management of surface water on site.

- 2.3.8 There has also been evidence of groundwater flooding in the south seafront area. The assessment recommends that more site-specific desk studies should take place for development areas where there is thought to be potential for groundwater flooding.
- 2.3.9 The report also makes reference to several future flood risk management plans relevant to the borough. These include:
- **Essex and South Suffolk Shoreline Management Plan 2 (October 2010)** This provides a large-scale assessment of the risks associated with coastal evolution and presents a policy framework to address these risks to people and the developed, historic and natural environment in a sustainable manner. The Shoreline Management Plan (SMP) is a high-level document that forms an important part of the Department for Environment, Food and Rural Affairs (Defra) strategy for managing flooding and coastal erosion. The key aims of this strategy is to reduce the threat of flooding and erosion to people and their property and to benefit the environment, society and economy as far as possible in line with the Government's sustainable development principles.
  - The Thames Estuary 2100 group **TE2100 Plan (November 2012)**. This plan seeks to find ways of managing flood risk on the Thames Estuary. The Southend area extending round the end of the estuary and including Leigh on Sea is identified as Action Zone 8 where policy is: *'To ensure the communities and local economies in Canvey Island, Southend-on-Sea and Isle of Grain continue to thrive, we and others will need to do more to prevent flood risk increasing as a result of climate change'*.
- 2.3.10 **Strategic Flood Risk Assessment Level 2 (November 2010)** this report provides increased scope of the strategic flood risk assessment for sites where the exception test is required. Hydrodynamic modelling has shown that the seafront and southern extent of the Central Area are at residual risk of flooding in the event of a breach in the flood defences and via overtopping of the existing defences.
- 2.3.11 The document advises future developer to make reference to:
- Hazard and depth maps produced as part of the study;
  - Southend-on-Sea Borough Council Surface Water Management Plan for detailed surface water modelling results;
  - Site-specific Flood Risk Assessments (required for all development proposals on sites greater than 1ha) should refer to council and water utility historic flood records to establish the level of potential surface water flood risk to any future development in these locations.

#### *Transport and Movement*

- 2.3.12 Transport issues for the area are covered in the **Local Transport Plan 3 (2011-2026) (LTP3)** – revised January 2015. The Plan builds on the existing long term strategy set out in the preceding Transport Plans and encompasses key local and national developments and changes in policy. The key themes that need to be addressed by LTP3 are:
- A thriving and sustainable local economy in the Borough.
  - Minimise environmental impact, promote sustainability for a greener Borough.
  - A safer Borough.
  - Reduce inequalities in health and wellbeing and for a more accessible Borough.
- 2.3.13 The Southend Central area contains several strategic transport routes and priority areas. This includes the A127 Freight Corridor, with two strategic junction improvement areas; three

of the Proposed Metro and Sustainable Station Hubs at Southend Central, Southend Victoria and Prittlewell stations and the location of the Travel Centre. Passing through Central Southend is also the route of the Sustrans cycle network a Green Grid corridor.

- 2.3.14 The general principles of the LTP3 are to encourage more sustainable transport choices for all people in the borough, with an emphasis on walking and cycling especially for shorter journeys. However, the importance of car travel is also recognised with the need to take measures to increase capacity and reduce congestion.
- 2.3.15 The LTP3 identifies the seasonal shortfall of parking capacity in the certain car parks in the summer and that rationalisation of Town Centre car parks is being investigated and taken forward as part of the SCAAP. Priorities for improvements include improving the public realm in the town centre and visitor destinations and the seafront to give greater priority to pedestrian infrastructure and better management of on-street parking.
- 2.3.16 The LTP3 identifies the key transport challenges identified in the SCAAP area as:
- To maintain the quality and sustainability of connections in the central area in order to retain Southend's status as a key transport interchange;
  - Vehicular movement to be enhanced through a package of improvements which would include reallocation of parking;
  - Reinvigoration through selective redevelopment and re-provision of surface car parking;
  - Realignment of key infrastructure requirements identified in the LTP with the AAP; and
  - Enhanced pedestrian and cycling connections and upgrade of the public realm.

### *Economy*

- 2.3.17 The **Southend-on-Sea Local Economic Assessment** (December 2013) refreshes the original Local Economic Assessment (LEA) produced in 2010. The document is intended to provide:
- A summary update on the developments in terms of milestones achieved and changes to the economic development policy and landscape in England;
  - A detailed review of the Southend-on-Sea economy in comparison to its nearest neighbours and its wider South East Local Enterprise Partnerships (SELEP) partners.
  - Policy makers and public and private sector partners with a robust and up-to-date evidence base to support the allocation of resources and any subsequent funding allocations to central government.
- 2.3.18 The LEA identifies several important milestones for the Town Centre, these are:
- A new £27m state-of-the-art library and learning facility ("The Forum Southend") located in a new public square in the heart of Southend-on-Sea Town Centre (opened in September 2013).
  - A new £3m Cultural Centre opened in July 2012 and renamed the Royal Pavilion in July 2013. Located on Southend Pier, the Royal Pavilion hosts a variety of events, concerts and exhibitions including music, theatre, art and photography.
  - The creation of Southend-on-Sea Business Improvement District (BID) in November 2012 covering the Town Centre and the Seafront part-funding and unlocking significant investment for the town.

- The Purple Flag accreditation award for Southend-on-Sea's High Street and sea front in recognition of excellence in the town and city centres at night-time management and its contribution to the town's expanding post 6pm economy.

2.3.19 The LEA includes a Strengths, Weaknesses, Opportunities and Threats analysis for the Borough. Strengths include:

- Southend-on-Sea's proximity and good transport links to London means that it is able to supplement local employment with highly paid and highly skilled out commuters.
- Public and private sector investment has continued even during the recession, showing a confidence in the prospects for the town's on-going growth and success.

2.3.20 Weaknesses include:

- GVA remains lower than the regional and national averages and Southend-on-Sea is an exporter of skills to London and other locations.
- The tourism industry still survives on low levels of overnight stay, and the short supply of high quality hotels and restaurants in the central area may not attract those with money to spend.
- Deep rooted and long standing inequalities are present within the borough: Kursaal, Victoria and Milton wards are repeatedly highlighted as the wards in Southend-on-Sea that are the most deprived.
- High levels of car usage, together with poor public transport links around the sub-region, mean congestion on major trunk roads.
- There exists a large concentration of poor quality commercial stock in the centre of town, particularly around Victoria Avenue.

2.3.21 Opportunities include:

- Exciting regeneration plans are in place to further develop Southend-on-Sea's offer and improve its image. These will support the creation and attraction of new businesses, the enhancement of the quality of the tourism offer and number of overnight stays, and continue to make Southend-on-Sea an attractive option for London workers and their families.
- There are sectors showing the clear potential for growth including creative and cultural technology, aerospace and medical technologies.

2.3.22 Threat include:

- Southend-on-Sea is reliant on a number of regeneration projects, many of which may be under further scrutiny following the recent Comprehensive Spending Review.

2.3.23 SBC has produced the **Culture-on-Sea: A Cultural Strategy for Southend on Sea 2012 – 2020** document for the Borough. This is an overarching strategy for the cultural services for the council and beyond. Supporting the delivery of the strategy are a suite of related strategies and delivery / action plans covering the key areas of Sport & Leisure, Museums & Heritage, The Arts, Libraries, Green Space and the Southend Regeneration Framework 2007-21 and the Economic Development and Tourism Strategy.

2.3.24 The vision of the strategy is: *"To be recognised as the cultural and leisure capital of the East of England"*. It is proposed to deliver this through a number of strategic objectives for the area, those most relevant to the SCAAP are:

- increase the levels of engagement and participation in the cultural activities of the local population, including sport & leisure;
- develop new opportunities for all, including the disadvantaged, to participate in cultural activities;
- deliver a new municipal 21<sup>st</sup> Century Library & Library Service (note the new Forum library open in the town centre in 2013);
- deliver a new Public Square with an outdoor Big Screen for screenings and viewings and cultural activity within the Town Centre;
- support the Council in the delivery of its Public Health function, specifically in relation to physical activity and supporting general wellbeing;
- support the Borough in becoming an innovative and resilient economy that attracts high quality businesses, retains knowledge and nurtures a diverse and sustainable economic base;
- raise the profile of Cultural Services in Southend-on-Sea by creating a thriving and creative regional centre where people want to live, work and visit;
- maintain and develop our cultural heritage, museums and award winning parks and open spaces
- pursue opportunities which further our ambition for the provision of a new museum along the Cliffs.

2.3.25 The **Economic Development & Tourism Strategy Refresh** (November 2010) updates the 2007-2013 Economic Development and Tourism Strategy. The revision contains a vision for the borough as:

*“An innovative and resilient economy that attracts high quality businesses, retains knowledge and nurtures a diverse and sustainable economic base. A thriving and creative regional centre where people want to live, work and visit.”*

2.3.26 This refreshed, single economic vision reflects:

- The increasing need to innovate, evolve and diversify in order to succeed and mitigate the risks of macroeconomic events or fiscal policy;
- The retention of skills and knowledge to drive new business creation, building on Southend’s entrepreneurship and educational assets;
- The required balance between encouraging and supporting start-ups, where Southend is traditionally strong, helping enterprise survive and grow, where is it not as strong, and securing its position in terms of large employers; and
- Southend’s strength in terms of location, accessibility and quality of life.

2.3.27 The vision is supported by 13 objectives that will be used to implement the vision. The objectives include successfully delivering the Central Area Masterplan to enhance the retail offer and size of retail catchment.

2.3.28 The **Management of Designated Shopping Frontages in Southend-on-Sea: Technical Report** (October 2013) and **Addendum: Management of Designated Shopping Frontages in Southend-on-Sea** (July 2014).

2.3.29 This technical report addendum reports on a July 2014 survey of ‘Secondary Shopping Frontages’ as designated through the DMDPD 2014. Overall, there is a low vacancy rate in

the Town Centre. The exception is Victoria Avenue/Fairfax Drive with a very vacancy (5 of 7 units) but was strongly dependent on a single tenant. West Street/Victoria Avenue also has relative high vacancy at 6 of 22 units being vacant.

- 2.3.30 Primary shopping frontages were surveyed in March 2013 and also show a generally low vacancy. However, the proportion of vacant units within the town centre Primary Shopping Frontages is remains relatively high at 20% compared with the national average of 14.1%. The majority of this vacancy is in the Victoria Plaza that was refurbished in 2008 as the recession started. The Town Centre Primary Shopping Frontage is the largest in Southend, consisting of over 200 units. It is located on, or just off, a traditional linear High Street, which is anchored to the north by The Victoria Shopping Centre and to the south by The Royals. The town centre is classified in the Southend Core Strategy as a regional centre and will remain the first preference for all forms of retail development and for other town centre uses occurring in the borough.
- 2.3.31 The technical report concludes with recommendations that the SCAAP should continue to seek a minimum target of 70% of the identified Primary Frontage as retail.
- 2.3.32 Southend is part of **the South East Local Enterprise Partnership (SELEP)** consisting of other Essex authorities, Thurrock, Kent, Medway and East Sussex. Southend in within the Thames Gateway South Essex (TGSE) federal area of the LEP, which stretches through Essex to the outskirts of London. As part of the SELEP Southend has secured a range of measures to support the regeneration and growth of the Borough, including the City Deal to support newly formed businesses and incubator space, supporting for the regeneration of Victoria Avenue and public realm enhancements proposed by the SCAAP as part of the Growth Deal.
- 2.3.33 The A127 is identified as a key growth corridor for the LEP area from Basildon to Southend. With the right investment the Plan identifies the corridor there is the opportunity to directly enable the creation of 8,775 jobs and 1,451 new homes by 2021 and a further 48,927 jobs and 32,665 new homes over the longer term.
- 2.3.34 The Growth Plan states that Central Southend:

*Southend Central Area has already seen significant public and private sector investment including £25m of infrastructure and public realm works; the UK's first joint municipal-academic library (The Forum £27m); and the University campus development. A package of transport and public realm works designed to unlock potential development sites and accelerate delivery along Victoria Avenue and in the Central Area are expected to contribute to the delivery of around 2,000 new homes and the creation of up to 6,500 new jobs. Through the recently signed Southend City Deal, Southend central will host new employment space created by bringing an unused building back into use demonstrating local and central Government working in partnership to take a proactive lead on regeneration to lever private sector investment.*

*There is a clear opportunity to promote better connectivity across the area through improved utilisation of public transport infrastructure and services, enabling people to gain access to employment, education and leisure opportunities using public transport. The focus of the joint TGSE Local Sustainability Transport Fund application, supported by revenue measures, will be to continue the roll out of the bus real-time system and vehicle location, together with smart ticketing (linking with the Essex Thameside franchise) and associated marketing and promotion. This supports all the growth points and corridors with access to public transport.*

*This joint initiative between the local authorities, transport operators and businesses/ education providers demonstrates strong cross boundary partnership working. (paragraphs 4.289-4.290).*

- 2.3.35 The **A127 – Corridor for Growth** (March 2014) by Essex County Council and SBC identifies the growth needs for the A127, which links to Southend Central. This road corridor is considered to be a vital artery to economic competitiveness of the Thames Gateway South Essex sub-region and the economy of the County of Essex and beyond. Southend has been awarded £50 million of Local Growth funding over the next six years of which £35.6 million will be designated to the A127 Growth Corridor and capacity enhancements. The funding will encourage future economic prosperity and regenerate important gateways to the town.
- 2.3.36 There is a **Business Improvement District** (BID) established in Southend town centre and the seafront. The BID has helped unlock £27 million of investment for the area and helped enhanced visitor experience of the area, including new street wardens as well as planters to improve the public realm.

#### *Open Space*

- 2.3.37 **South Essex Green Grid Strategy** is a long-term project to deliver a network of open spaces and green links throughout Thames Gateway South Essex, as part of The Thames Gateway regeneration area. This aims to bring significant environmental improvements to this part of Essex, through the provision of combined recreational open spaces, wildlife corridors and improving the appearance of the landscape. The purpose of the Green Grid strategy is to:
- Provide a holistic and long-term vision for the sustainable future development and management of the south Essex area;
  - Define an environmental infrastructure that promotes the establishment and managements of appropriate character settings; and
  - Provide the context for development over the long term.
- 2.3.38 Therefore, the Green Grid strategy will have particular implications for the LDF by ensuring improvements to the ‘green’ character of the borough are taken into account in a strategic way – with long term planning for this change and how development can contribute to this.
- 2.3.39 The Green Grid scheme is part of the wider **Parklands South Essex** scheme, reported in *Thames Gateway Parklands – Delivering Environmental Transformation* (November 2010). This has government funding as part of the Maxigreen project for access and landscape improvements in the South Essex Marshes. The restored marshes will be part of the wider green grid of public open space, greenspaces, footpaths and nature reserves that cover the area.

#### *Air Quality*

- 2.3.40 SBC has produced a 2015 **LAQM Updating and Screening Assessment** as part of their statutory duty to review and assess air quality as stipulated in Part IV of the Environment Act 1995. Annual NO<sub>2</sub> concentrations have been exceeded at one location and the borough has declared no air quality management areas (AQMA). The air quality of the borough can therefore be considered to be good.

- 2.3.41 The report identifies that the main source of air pollution in the borough is road traffic emissions from major roads including the A13, A127 and A1159. Therefore in the Town Centre, controlling traffic levels will be essential to maintaining air quality.

## 3 Baseline information

- 3.1.1 During preparation of the SA of the Core Strategy information was collected on sustainability issues on a Borough-wide basis. At this stage in scoping for the SA of the AAP it is necessary to add to layer of detail to the more generic information collected previously in order to better inform the SA of issues of significance to central area.
- 3.1.2 The SEA Directive is concerned with the assessment of '*the likely significant effects on the environment of implementing the plan*', and this requires where possible some understanding of the 'baseline' situation so that the change that might arise from the influence of the plan can be considered.
- 3.1.3 The SA Report of the Core Strategy submission draft contains as Appendix 3 baseline information for the Borough. The following section includes updated information that is relevant to Southend Central.
- 3.1.4 For the purposes of collecting further evidence for the SCAAP, the council have defined the boundary of the town centre as the in the masterplan, to include administrative wards of Milton and Victoria. The SA uses data from these two wards as the basis for data collection on the social and economic characteristics of the area.

### 3.2 Role of the Town Centre

- 3.2.1 Southend-on-Sea Town Centre is a major retail, employment and commercial centre serving a catchment population of over 325,000 people. It lies at the heart of the Borough of Southend-on-Sea. The Milton and Victoria wards have a population of approximately 22,000<sup>1</sup> people. The town centre is the Borough's most important commercial area and largest shopping centre. The Inter-Departmental Business Register (IDBR), produced by the Office for National Statistics, provides robust and comprehensive dataset of employment at a district level. The report suggests that in 2013 the town centre (Milton and Victoria) provided 33% of the jobs in the Borough. Retail is an important role of the central area, with the shops focused on the High Street, forming a central spine through the centre from north to south. The High Street is pedestrianised linking the refurbished Victoria Plaza (1960s) and Royals (1980s) retail centres. On the periphery of the northern part of the High Street is the Town Centres only large food retailer and a major retail outlet offering non-food goods.
- 3.2.2 The South Essex College and new University of Essex complex is adjacent to the High Street, in 2013 the integrated municipal and academic public library opened in the town centre. Development of a multi-screen cinema, restaurants, cafés and bars mainly along High Street side streets has given the central area a complimentary leisure offer.
- 3.2.3 Victoria Avenue is the main area for office accommodation. The Council views that Victoria Avenue has a number of 1960's office developments, some of which are outmoded for modern requirements and are long-term vacant.

---

<sup>1</sup> SBC, 2011 Census Profile (Milton and Victoria Wards)

- 3.2.4 The central area of the town also is the focus for much of the seaside leisure activity. With the entrance to the Pier at Pier Hill at the southern end of the High Street as well as the Adventure Island fun park. The seafront area also includes the Eastern and Western Esplanade and formal parks of the Southend cliffs.

### **3.3 Housing**

- 3.3.1 The central area contains extensive areas of high density housing providing homes for some 22,000<sup>2</sup> people (13% of the Borough total) in 11,000 households<sup>3</sup>.
- 3.3.2 Census data from 2011 shows that flats/maisonettes are the predominant form of dwellings in contrast to Southend and the rest of England & Wales where a house/bungalow are more prevalent. Additionally, one-bedroom dwellings are the most common form of dwelling in the Town Centre as opposed to three-bedroom dwellings in Southend and England & Wales.

### **3.4 Travel and transport**

- 3.4.1 The central area has very good travel and transport connections. In the Southend Central area there are three railway stations, Southend Victoria at the north end of the High Street and Central Station in the main shopping area and further north Prittlewell station. The newly refurbished bus station, the 'Travel Centre', is also in the town centre, on Chichester Road adjacent to the High Street. The main access by car is the A127 dual carriageway via Victoria Avenue and the A13 London Road, which has smaller and independent retail along it.
- 3.4.2 The Town Centre has parking facilities for around 4,000 public off-street spaces comprising 2,100 Council owned and 1,900 privately owned parking spaces with several sites being large surface car parks. Car parking in the central area is under a process of reorganisation and renewal. For example, Farringdon multi storey car park was demolished and replaced at University Square. The demolition of Queensway House has resulted in the creation of a new temporary car park at this site as well as a temporary privately run car park on Victoria Avenue (Portcullis House). Since preparation on the SCAAP started this has led to an increased parking provision within the town centre.
- 3.4.3 Cycling and walking routes are adequate, although there is potential for greater connectivity. The relatively flat character of the Southend topography means there is very good potential for more trips to be made by this mode. The seafront provides a particularly valuable connection of coastal neighbourhoods to the central Southend. A Sustrans cycle route passes along the Seafront and there is a network of local routes in the town centre, although not very comprehensive.
- 3.4.4 As noted in in the plans and strategies section there are also various schemes proposed through the Local Transport Plan 3 to bring enhancements to the public transport provision of the area.
- 3.4.5 Data shows that the borough has quite high levels of people walking to work or using public transport compared to national averages<sup>4</sup>. Census data 2011 shows that the 16% of the residents of the central area travel to work on foot compared to 7% in England and Wales and 9% in the Borough, 22% of the residents of the central area travel to work by car which

---

<sup>2</sup> Census 2011

<sup>3</sup> SBC, 2011 Census Profile (Milton and Victoria Wards)

<sup>4</sup> SBC 2015, *Southend Local Transport Plan 3 Strategy Document 2011-2026*

represents the most prevalent form of transport for the central area. However, this is still below the average for England and Wales and the Borough that are 37% and 33% respectively.

- 3.4.6 Approximately 53% of households in the Central Area own a car, this is significantly lower than for the rest of the Borough (72.7%). Low car ownership in the centre may reflect good transport connections but is also likely to be characteristic of income deprivation in parts of the centre.

### 3.5 Population

- 3.5.1 The 2011 Census of resident population provides the best population record at ward level. The census records a small increase in population since 2011 increasing by approximately 3,000 people. The Town Centre now makes up 12.7 % of the total Borough's resident population, see table 4.1.

Table 4.1 Resident Population

Area	Census 2011
Southend-on-Sea	173,658
Town Centre	22,067
<i>Town Centre %</i>	<i>12.7</i>

Source: Census 2011

### 3.6 Employment and Economy

- 3.6.1 In 2011, Census data shows that 75.6% of residents in the central area were economically active, similar to the figure of 78% for Southend and 76.8% for England and Wales<sup>5</sup>.
- 3.6.2 In 2013, the Town Centre provides 33% of all the jobs in the Borough (see table 4.2). This proportion has been decreasing over time as shown in table 4.2. However, this is in the context of an overall growth in employment in the Borough since 2009 of around 1,500 jobs and a loss of around 2,000 jobs in the central area over the same period. However, there is an indication according to SBC that jobs in the Central Area have increased in 2014.

Table 4.2: Employment in Southend – central area vs rest of the Borough

Employment in Southend	2009	2010	2011	2012	2013
Central Area (Milton+ Victoria)	23,687	22,015	20,912	19,661	19,965
Central area as a %	38%	36%	35%	32%	33%
Rest of Borough	39,281	38,684	39,933	40,857	42,279
Rest of Borough as a %	62%	64%	66%	68%	70%
<b>Total</b>	<b>62,968</b>	<b>60,699</b>	<b>60,845</b>	<b>60,518</b>	<b>62,244</b>

Source: The Inter-Departmental Business Register (IDBR) produced by the Office for National Statistics

<sup>5</sup> NOMIS 2011 Ward Labour Market Profile E36000778 : Victoria & 2011 Ward Labour Market Profile E36000771 : Milton

- 3.6.3 The town centre contains a mix of employment types, and some sectors are proportionately more significant than in the Borough as a whole. These sectors include financial sector, real estate and business and 'other', retail is included in the 'other' category. In the town centre there is a notable division in the type of jobs held by residents with the greatest proportion in the highest group of 'professional' occupations and the second most prevalent is 'elementary occupations'<sup>6</sup>. In contrast, there are a number of sectors which are less important in the town centre than the Borough as a whole such as health and social work, which is dependent on the location of hospitals, and manufacturing as only one industrial site is found in the area.
- 3.6.4 The average unemployment rates for the Town Centre are approximately 12% and higher than those for Southend (8.1%) and England and Wales (7.6%)<sup>6</sup>.
- 3.6.5 A recent development in the central area is the 'The Hive' is a business enterprise centre, which opened in spring 2015. The enterprise centre is designed to support new and innovative businesses in the Southend.
- 3.6.6 The Local Economic Assessment for the Southend identifies that town centre is the focus of retail development as well as the location of the majority of 'creative' employment in the borough.
- 3.6.7 Tourism brings in around 6 million visitors a year (2011)<sup>6</sup> the majority of these visitors are day visitors (95.8%) who spend around £330 million per year.
- 3.6.8 To the north of the Central Area is the area that is the focus of the Southend Airport and Environs Joint Area Action Plan 2014. The focus of the AAP for this area was using London Southend Airport as a catalyst for new employment growth in Southend (and extending into neighbouring Rochford). Therefore, some uses that may have previously favoured by a Central Southend location may be attracted to new sites in this area.

## **3.7 Retail**

- 3.7.1 The Town Centre Primary Shopping Frontage is the largest in Southend, consisting of over 200 units. It is located on, or just off, a traditional linear High Street, which is anchored to the north by The Victoria Shopping Centre and to the south by The Royals. The Town Centre is classified in the Southend Core Strategy as a regional centre and will remain the first preference for all forms of retail development and for other town centre uses occurring in the borough.
- 3.7.2 There is strong retail economy the town centre. According to the Focus database in 2009 Southend town centre ranked 192 out of 711 UK retail centres. Despite the recession constraining consumer spending and trading conditions needing some time to recover, regeneration activity is improving the investment potential of the town centre. In the long term, Southend's retail sector is robust, and provides an important sub-regional focus, though its growth potential is constrained by the proximity of Lakeside and Bluewater shopping centres.
- 3.7.3 A town centre study in 2015 showed that the proportion vacant town centre primary shopping frontages in 2015 is relatively high at 18% compared to the national average of 10.4%. The majority of vacancies are within the Victoria Plaza as its refurbishment coincided with the start of the recession. For secondary shopping frontages the greatest vacancy is on Victoria

---

<sup>6</sup> Tourism South East Volume and Value Report, October 2011

Avenue/Fairfax Drive where only 5 of 7 units are occupied (4 of these units were tenanted by a single occupant who left). The other area of higher vacancy is West Street/Victoria Avenue where 6 of 22 units being vacant<sup>7</sup> - a 27% vacancy.

### **3.8 Social characteristics**

- 3.8.1 Education rates show that although the rates of adults with no qualifications are higher in central Southend than for the Borough as a whole, there are also more residents with higher level qualifications. This may be as a result of younger professional people with qualifications living close to or in the Town Centre juxtaposed with pockets of deprivation, although without further investigation this cannot be confirmed.
- 3.8.2 Public Health England<sup>8</sup> has reported, based on census data and the Indices of Deprivation 2010, which combined the wards of Milton and Victoria have high levels of deprivation. The data shows that the percentage of income deprivation, child poverty and older people in deprivation is significantly worse in this area than the England average. Nearby wards also experience higher levels of deprivation, including Kursaal ward. The Public Health England data also shows child development at the age of 5 and GCSE achievement of 5A\*-C (including English and Maths) is significantly worse in Southend Town Centre than in England.
- 3.8.3 The Indices of Deprivation 2015 show that parts of Milton, Victoria and Kursaal wards are in the 10% most deprived (all domains). The highest area of deprivation is in Victoria ward around Queensway and Coleman Road, which is ranked the 514 most deprived area in the England out of 32,855 nationally. These areas were ranked more deprived in the 2010 Index. However, this does not necessarily mean an improvement in the area as it may indicate an overall increase in deprivation nationally. Figure 3.1 shows the most up-to-date deprivation information for the index of multiple deprivation.

NEETs refer to 16-18 year olds who are Not in Education, Employment or Training. The town's NEET figure (5.1%) is lower than the English average (5.7%). Southend's NEET figure has improved from 5.6% in 2009 which can be attributed to the substantial number of learning and training providers. However one part of the Town Centre, Victoria, had the highest recorded number of NEETs in the Borough.

---

<sup>7</sup> Management of Designated Shopping Frontages in Southend-on-Sea: Technical Report 2013

<sup>8</sup> [www.localhealth.org](http://www.localhealth.org) accessed 11<sup>th</sup> September 2015

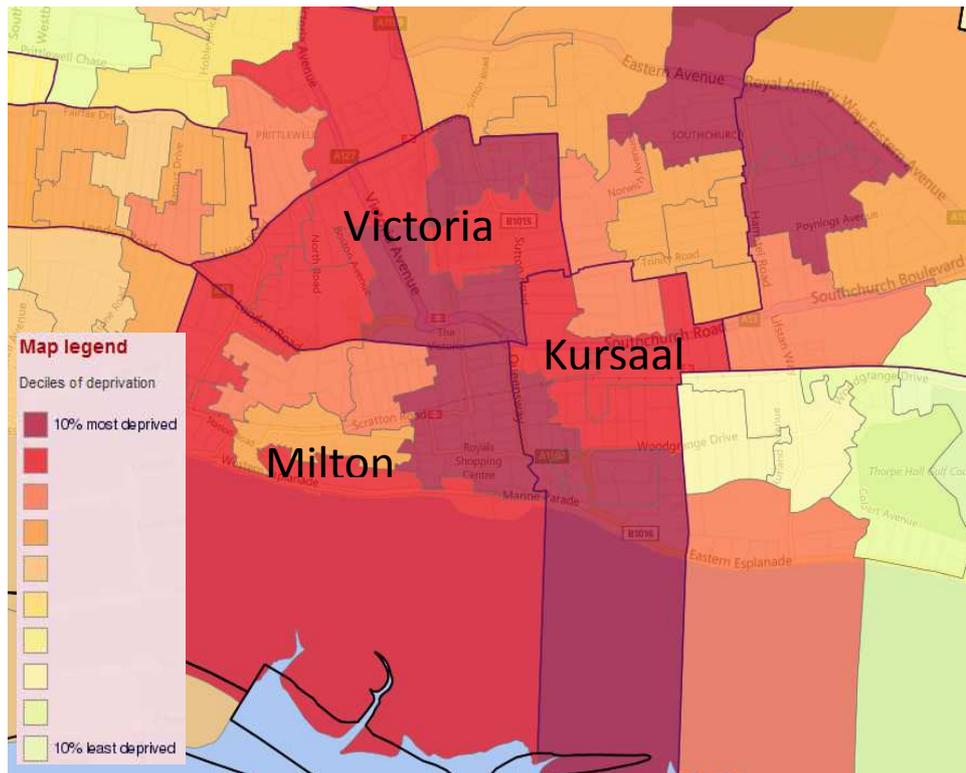


Figure 3.1: Index of Multiple Deprivation 2015

### 3.9 Built environment quality

- 3.9.1 The town centre contains area designated for their historical and architectural quality as well as areas that have poorer architectural quality or have become dilapidated, for example developments along Victoria Avenue. There is also recent regeneration, including the South East Essex College and University of Essex buildings, Pier Hill and the Travel Centre which have brought improvements to parts of the central area. However, there is scope for further environmental improvements and making land available for alternative uses.
- 3.9.2 Phase 1 of the Victoria Gateway and City Beach public realm scheme is complete. The Victoria Gateway Scheme provides a considerable uplift to the public realm at this important entrance to the central area and also supports a more integrated approach to public transport and surface access across a major thoroughfare into the central area. In addition along the seafront, the City Beach scheme has realigned the carriageway to create wider pavements and space for cafes, activities and created attractive features such as fountains and lighting within a new public space.
- 3.9.3 The Council are committed to improving the Queensway area including the social housing and surrounding streets, this is part of the Better Queensway strategy.
- 3.9.4 Southend central area also contains many listed buildings and five conservation areas consisting of Prittlewell in the north, Clifftown in the south west, Kursaal and Eastern Esplanade in the south east and Warrior Square located in the middle of the centre<sup>9</sup>. The conservation areas are all predominantly residential neighbourhoods, and Clifftown directly borders the retail core of the town as well as the seafront. There are many Listed buildings within the central area, particularly within the conservation areas, although are also found

<sup>9</sup> Southend Central Area Action Plan Evidence Base - Part 3 Conservation Areas

beyond the boundaries of these areas. Many of the listed buildings reflect Southend's heritage as a seaside holiday destination. A full list of all national and local listed buildings are part of the evidence base for the Central Area, these are the SCAAP Evidence base Part1, Listed buildings, Part 2 Locally listed buildings and Part 3 Conservation Areas.

- 3.9.5 The town centre also contains locally identified 'Frontages of Townscape Merit', these are street frontages that add to the character of the central area, including along Alexandra Street, Clarence Street, High Street, Weston Road and Clifftown Road.

### **3.10 Open space**

- 3.10.1 There are only very limited areas of public open space, particularly green space, in the central area, with the exception of the seafront. Areas of importance include the Southend Cliffs formal gardens.
- 3.10.2 However, within the main commercial and retail areas of the town centre green space provision is poor, and includes the recently improved cemetery / open space at St. John's church behind the Royals shopping centre and Warrior Square and Prittlewell Square Gardens – a high quality formal garden set within a conservation area in the south west of the central area. An enhancement scheme for Warrior Square Gardens has recently been completed including the provision of an architecturally designed café and remodelled public green space.
- 3.10.3 Churchill Gardens in the north of the central area provides additional open space, although is part of a more residential neighbourhood. Green spaces are needed throughout the urban area as demand will increase with a warming climate and these areas can help cool built urban areas, preventing 'heat island' impacts. Therefore, provision of green open spaces may be a matter to be addressed by the SCAAP.
- 3.10.4 In June 2015, SBC announced a draft Parks and Green Spaces Strategy which is a five year plan to safeguard and enhance Southend's open spaces.
- 3.10.5 Redevelopment of the centre and proposals of the SCAAP should take into account ways in which open spaces in this location can contribute to the Thames Gateway, South Essex Green Grid strategy and the Parks and Green Spaces Strategy.

### **3.11 Flood**

- 3.11.1 The seafront, south of the Town Centre, is located in Flood Zone 3 and a small area to the north of the Town Centre is located in Flood Zone 2. These areas will be vulnerable to flooding. There is also the risk of surface water flooding throughout the central area. Areas of flood are associated with Prittle Brook which will need to be managed through design and drainage of new development. There is also an increased fluvial flood risk at the Kursaal area east of Southchurch Avenue which is at greater risk of flood according to Environment Agency maps.

### **3.12 Air quality**

- 3.12.1 Annual NO<sub>2</sub> concentrations have been exceeded at one location in SBC and the borough has declared no air quality management areas (AQMA). The air quality of the borough can therefore be considered to be good.

3.12.2 The main source of air pollution in the borough is road traffic emissions from major roads in the Town Centre including the A13, A127 and A1159. Therefore in the Town Centre, controlling traffic levels will be essential to maintaining air quality.

### **3.13 Nature conservation**

3.13.1 There are no sites of identified nature conservation importance in the central area. However, the potential for nature conservation enhancement should be a consideration of all development sites in the area.

3.13.2 The Town Centre is also near the internationally designated Natura 2000 sites, as referred to in Section 3. Therefore, development in these areas will have to ensure it will not have an adverse impact on these nature conservation sites. Potential impact pathways include sewerage, rainwater run-off, or pollution impacts of large scale new development, as well as any direct impact on the birds for which these areas are designated.

3.13.3 The Benfleet and Southend Marshes located to the south of the central area outside of the built environment boundary, are internationally designated as a Ramsar Site, Site of Special Scientific Interest and Special Protection Area. These must be protected not only from direct disturbance from development but also change that would threaten their integrity, such as increased pollution or changes in water availability. However the key threat is largely beyond the control of the LDF is caused by built development causing 'coastal squeeze' which will be exacerbated by climate change and sea level rise.

### **3.14 Climate Change and Sea Level Rise**

3.14.1 Most recent predictions of the climate change for the East of England come from the UK Climate Projections (UKCP09). The predictions are all shown for the 2050s under a medium emissions scenarios, under low or higher scenarios emissions will be correspondingly lower and higher:

- increased summer mean temperatures, with higher peak temperatures as well as prolonged periods of high temperature
- in summer there is likely to be at least a 17% reduction in rainfall (could be as much as a 38% reduction), but an increase of 14% winter precipitation levels (or as much as 31% increase)

3.14.2 Predictions of sea level rise in the London area are included in the UK Climate Projections *Marine and Coastal Projections Report* (June, 2009). These show that by 2050 sea level rise could be up to 25.8cm (high emissions scenarios) but even under low scenarios could be 18.4cm.

3.14.3 Sea level rise could lead to issues such as:

- water resource deficiencies, which may lead to serious issues in the area particularly with the levels of development set for the Thames Gateway
- increased flood risk, including for sea defence overtopping, and also from rivers
- a risk of subsidence through changing soil moisture levels.



# Appendix B Opportunity Site Iteration



Preferred Approach 2015: Policy Area, Opportunity Sites and Major Full Permissions	2011 Proposed Submission: Quarters and Gateway Neighbourhoods	Sustainability appraisal of 'Quarters' and 'Gateway Neighbourhoods' Polices: SA Report of the Proposed Submission 2011	Southend-on-Sea Justification for changes to 2015 Preferred Approach SCAAP
<p><b>Policy Area:</b> Central Seafront</p> <p><b>Opportunity sites:</b> OS7 Southend Pier</p> <p>OS8 Seaway Carpark and Marine Parade</p> <p>OS9 New Southend Museum</p> <p>OS10 Woodgrange Drive (Kursaal) Estate (CS1.1 Esplanade House)</p>	<p>Name: Central Seafront (8) Same area</p> <p><b>Proposal Sites:</b> CS6a Southend Pier</p> <p>CS6b Seaway Car Park and Marine Parade</p> <p>CS7a Cultural Centre and New Southend Museum</p> <p>CS8a Woodgrange Drive (Kursaal) Estate</p>	<ul style="list-style-type: none"> <li>▪ The policies address many issues of importance to delivering sustainable development. This includes improving the quality of the built environment, protection heritage and biodiversity, improving non-car access and enhancing the potential for the tourism economy.</li> <li>▪ Some criteria set positive steps for the future of the area that need to be implemented by the Council or other public / community groups. This includes an Urban Green Strategy, Art Trail, and Creative Lighting Scheme.</li> <li>▪ Requirements for 'visual impact assessment' will help to make sure development takes into account its context and views to and from the site.</li> <li>▪ There are many aspects of the policy that could help secure public realm improvements and in doing so have benefits for the tourism economy of the Borough, as well as benefits for local communities.</li> <li>▪ There is a need to ensure new development does not harm the biodiversity assets of the foreshore.</li> </ul>	<p>This area remains largely unchanged between versions, with the same Proposal Sites/Opportunity Sites.</p> <p>A site with permission is now referred to provide a reference to anticipated housing growth in the area.</p>
<p><b>Policy Area:</b> Clifftown</p> <p><b>Opportunity Sites:</b> OS16 Clarence (post-2021) OS17 Alexander (post-2021)</p>	<p>Name: Clifftown (6) Same area</p> <p><b>Proposal Sites:</b> PS6a Clarence Road Car Park</p> <p>PS6b: Alexandra Street Car Park</p>	<ul style="list-style-type: none"> <li>▪ The policy supports the future role of Clifftown as an area of strong cultural identity. The policy includes criteria to make sure that the historic and heritage character of the area is taken into account in new development. There is also the need to restore areas that have become degraded.</li> <li>▪ Access improvements are promoted. This includes changes to car access to a single new car park on one of the development sites, so that less traffic is created on streets of the area. Other improvements are to the retail circuits in the area, linking to the Central Station, Cliff Gardens and Pier Hill. This will help support the economy through tourism and visitor spend. Shops in this area are</li> </ul>	<p>The decision was made to retain these surface level car parks (sites PS6a and PS6b) within the Central Area, whilst providing general development principles to guide any future redevelopment proposals in this area. Therefore, although the potential for redevelopment of these sites is retained in policy covering Clifftown, this is no long a priority.</p> <p>Two sites with long-term (post 2021) potential are included to allow an idea of the potential for change in this area.</p>

		<p>more likely to be independent and therefore these retail circuits will aid the local economy especially.</p> <ul style="list-style-type: none"> <li>Regenerating the Empire Theatre will also add to the cultural character of the area. Other cultural uses should be promoted such as galleries and performance spaces.</li> <li>The policy identifies the importance of taking surface water flooding into account in new development, and the need to incorporate sustainability drainage measures.</li> <li>Central House is identified for redevelopment, for more information it could be included as a separate allocation, especially as this is identified as the site of a possible tall building.</li> </ul>	
<p><b>Policy Area:</b> Elmer Square</p> <p><b>Opportunity Sites:</b> OS3 Elmer Square Phase 2</p>	<p>Name: Elmer Square (3) Same area.</p> <p>Proposal Site: PS3a Elmer Square</p>	<ul style="list-style-type: none"> <li>Policy should aid the image of a town as a place to do business due to the links with a modern university.</li> <li>Improvements through the policy may benefit the community and businesses through shared use facilities, including the new Central Library and exhibition space.</li> <li>A new public square will also benefit those who live, work and visit the central area. There will be good access from the High Street giving shoppers a place to relax.</li> </ul>	<p>The Opportunity Site now only shows the boundary of Phase 2 of the Elmer Square scheme as Phase 1 has been delivered.</p>
<p><b>Policy Area:</b> High Street</p> <p><b>Opportunity sites:</b> OS1 Whitegate Road  OS2 Pitman's Close  (PA1.1 – Maitland House) (PA1.2 – 4 Southchurch Road)</p>	<p>Name: High Street (1) Excluded both the Victorias and Royals Shopping Centres</p> <p><b>Proposal sites:</b> None (see Warrior Sq and Tylers)</p>	<ul style="list-style-type: none"> <li>Benefits to the public realm and the attractiveness of the area to all users;</li> <li>Positive emphasis on increased pedestrianisation and cycling improvements to support non-car travel;</li> <li>Policy requirement for new High Street planting can help bring visual diversity to the area, support biodiversity and can help reduce urban heating;</li> <li>Better use of the currently under-utilised Victoria Circus and other public spaces can have many benefits, including for community events and for the tourism economy.</li> </ul>	<p>The borders of the High Street are changed to ensure that the two shopping centres, which are retail anchors, for the High Street included as part of the retail policies for the High Street.</p> <p>The two Proposal Sites that sit in the High Street area are now included in this Policy Area, as they previously appeared elsewhere in the plan.</p> <p>Two sites with planning permission are also included for reference on anticipated housing growth in the area.</p>

<p><b>Policy Area:</b> London Road</p> <p><b>Opportunity Sites:</b></p> <p>OS15 Sainsbury's &amp; Adjacent Buildings (post-2021)</p>	<p>Name: Queensway and London Road /Broadway (2) Excluded the A13 from the A127/A13 junction to Short Street, as at the Preferred Approach this includes the revised A127/A13 junction.</p> <p><b>Proposal Site:</b> PS2a Sainsbury's and adjacent buildings</p>	<ul style="list-style-type: none"> <li>▪ Enhancing Victoria Circus will have benefits for the character of this currently underutilised space so that it can actively contribute to the attractiveness of the area and the local economy.</li> <li>▪ Other beneficial policy aspects include promotion of urban greening, the potential for a street market, potential for higher/further education use, permitting a mix of uses including residential.</li> <li>▪ The policy should help improve the character of the area, while retaining some of the existing uses such as car parking. Much of the improvements relate to better links across the site and to other parts of the central area for cyclists and pedestrians.</li> <li>▪ This will help make the site more accessible including links across Queensway to Victoria Rail Station.</li> </ul>	<p>The Proposal Site OS15 is included in the SCAAP but is no likely to be deliverable within the plan period (to 2021).</p>
<p><b>Policy Area:</b> Queensway</p> <p><b>Opportunity Sites:</b></p> <p>OS4 Queensway</p>	<p>Name: Queensway and Southchurch Road (4) Included Victoria Shopping Centre and excluded flats and houses south of Coleman Street and Short Street Car Park.</p> <p><b>Proposal Site:</b> PS4a Queensway House and adjacent buildings</p>	<ul style="list-style-type: none"> <li>▪ Redevelopment of the area for housing, office and secondary retail space would help meet objectives for the central area of providing development to meet the needs of existing and future residents, as well as encouraging economic growth in the area.</li> <li>▪ Changes in access are promoted through the policy may help overcome the barrier created by Queensway.</li> <li>▪ The 'urban forest' scheme could have many benefits for sustainable development from bringing nature into a heavily built-up area. Benefits will not only be for wildlife but also the wellbeing of residents.</li> <li>▪ The policy recognises the surface water flood potential in this area.</li> </ul>	<p>As noted for the High Street the Victoria shopping centre is now included as part of the High Street Policy Area. Similarly, to reflect the ongoing Queensway regeneration project the Policy Area now includes the Short Street, Coleman Road flats/houses (PS4a), Queensway House (PS10c).</p>
<p><b>Policy Area:</b> Sutton Gateway Neighbourhood</p> <p><b>Opportunity Sites:</b></p> <p>OS14 Sutton Road</p>	<p>Name: 'Sutton' Gateway Neighbourhood (10) Included flats and houses south of Coleman Street</p> <p><b>Proposal site:</b></p>	<ul style="list-style-type: none"> <li>▪ The policy sets out succinctly the principles that will guide the redevelopment of the area. The majority of changes related to the three allocated sites as well that need to improve access through the area, including changes to Sutton Road and safe walking and cycling routes along</li> </ul>	<p>The houses and flats south of Coleman Street (PS10c) and Short Street Car Park (PS10a part) have now been moved to the Queensway area, as these are better placed as part of part of the wider Queensway Regeneration.</p>

	<p>PS10a Former B&amp;Q Site</p> <p>PS10b Sutton Road</p> <p>PS10c Coleman Street</p>	<p>Short Street to Queensway.</p> <ul style="list-style-type: none"> <li>▪ The site will also need to accommodate some addition open space and this is likely to be in the north of the area at the Sutton Road proposal site.</li> <li>▪ As with many of the quarters this area could accommodate new higher and further education facilities if required.</li> <li>▪ Planning briefs are to be prepared for the two employment areas and this should help their renewal over time in a coordinated way.</li> </ul>	<p>PS10a (part) B&amp;Q site is no longer included as the site is now occupied under a long-term lease and the proposed Tesco scheme has not progressed. Therefore, no longer available for development.</p> <p>Several sites within PS10b have received planning permission for residential development.</p>
<p><b>Policy Area:</b> Tylers</p> <p><b>Opportunity sites:</b> OS6: Tylers</p>	<p>Name: Tylers Avenue (7) Included The Royals Shopping Centre</p> <p><b>Proposals Sites:</b> PS7a Tylers Avenue</p> <p>PS7b Pitman's Close</p>	<ul style="list-style-type: none"> <li>▪ Of particular importance will be bringing built environment and road safety enhancements to Chichester Avenue that currently provides an unattractive link route to the east of the High Street. Also, improved crossing points over Queensway will help improve the connectivity of the area to the wider residential areas to the east.</li> <li>▪ Open space and natural environment changes are also proposed, enhancing the quality of space at St. John's Church and as part of the greening of Queensway.</li> <li>▪ The policy sets out a number of road improvement schemes that may be dependent on the car park being redeveloped, such as creation of 'home-zones' or mixed-mode routes. The delivery of these schemes, or similar, should be considered even if the car park is to stay. This will help make the area more attractive for visitors and residents.</li> <li>▪ Specific schemes have the potential to deliver economic benefits of to the area, including expansion of retail units at the south of the High Street. Design will need to be of a high quality to complement the existing area and the importance of the location for attracting visitors and tourists.</li> <li>▪ The intention is to see the area made much more permeable to the public. This change will help enhance connectivity in the area, providing clearer links to the</li> </ul>	<p>No change in Policy Area or Opportunity Sites.</p>

		seafront and development proposals as part of the 'Central Seafront' quarter.	
<p><b>Policy Area:</b> Victoria Gateway Neighbourhood</p> <p><b>Opportunity sites:</b> OS11 Victoria Avenue</p> <p>OS12 Former Essex and Suffolk Water Board Site</p> <p>OS13 Roots Hall Football ground and environs</p> <p>(PA8.1 Heath House and Carby House) (PA8.7 Carnarvon Road) (PA8.8 Victoria House) (PA8.2 Roots Hall Stadium) (PA8.3 297 Victoria Avenue) (PA8.3 25 Roots Hall Avenue) (PA8.5 Salisbury Avenue and North Road) (PA8.6 175 London Road)</p>	<p>Name: 'Victorias' Gateway Neighbourhood (9) Same area</p> <p><b>Proposal Sites:</b> PS9a The Victoria Office Area Site</p> <p>PS9b Former Essex and Suffolk Water Board Site</p> <p>PS9c Roots Hall Football ground and environs</p>	<ul style="list-style-type: none"> <li>▪ The policy contains many design principles that should help make sure redevelopment makes this area more sustainable. There are specific proposals to bring enhancements to the built and historic environment, such as redevelopment of the water board and stadium sites.</li> <li>▪ The policy also contains provisions to improve the transport and travel access through the area, including making use of Victoria Avenue as a transport corridor.</li> <li>▪ It will be important that new development does not harm the nature conservation value of any existing sites, and new landscaping and open spaces help encourage increased local biodiversity. The role of new open space in this area to help mitigate visitor pressure on the foreshore should be considered, as part of the Southend 'green grid'.</li> <li>▪ The policy includes the need to deliver more community facilities in the area. A new health centre, primary school and open space could be located in this part of the development area.</li> <li>▪ Development may also include a new combined heat and power plant to provide more efficient energy to new mixed use development.</li> <li>▪ As well providing employment as part of the neighbourhood redevelopment in this location could have benefits to the provision of new modern offices in other parts of the centre. This may be achieved by removing a poor quality office stock that hinders the office development market.</li> </ul>	<p>The Policy Area and Opportunity Sites remain largely as they were in the 2011 version. However, Proposal Site PS9a has been amended.</p> <p>Sites with planning permission are also included for reference on anticipated housing growth in the area.</p>

<p><b>Policy Area:</b> Warrior Square</p> <p><b>Opportunity sites:</b> OS5 Warrior Square  (PA5.1 18-20 Southchurch Road)</p>	<p>Name: Warrior Square (5) Same area</p> <p><b>Proposal sites:</b> PS5a Warrior Square Car Park  PS5b Whitegate Road</p>	<ul style="list-style-type: none"> <li>▪ The policy does set out a wide range of uses that the site could be redeveloped for, including higher and further education. The SA notes the importance of maintaining housing in the Town Centre and offices in the town centre as well as education and therefore the need to set policy for the most appropriate use of the space.</li> <li>▪ The principles of the policy are compatible with more sustainable transport access.</li> <li>▪ The policy should give greater emphasis to other aspects of 'greening' the environment, particularly given the location of the site adjacent to the Warrior Square Park. The site could be used to link the 'urban forest' with the park and the railway line embankments, creating routes for wildlife movement.</li> </ul>	<p>Specific reference has been removed the development of a Multi-Storey Car Park as part of updating the approach to car parking in the SCAAP and reflecting the change in parking strategy in the Local Transport Plan and the viability of delivering this type of car parking on the site. The change in car parking is linked to a new Transport and Access Strategy for the SCAAP and reflects a desire to maintain the existing levels of car parking and not be prescriptive on parking provision in this area.</p> <p>The boundary of the Opportunity Site has been reduced to remove the properties at the south west corner.</p> <p>The site will planning permission is now included to provide a reference to anticipated housing growth in the area.</p>
---	---	--	--

# Appendix C Sustainability Objectives



	Access	Housing	Education	Health	Community	Biodiversity	Landscape	Built envt.	Air	Water	Land	Soil	Minerals / waste	Energy	Local econ.	Employment	Wealth creation
1. Economy	?	●	-	-	?	-	-	-	-	-	-	-	-	-	●	●	●
2. Design excellence	●	-	-	-	●	-	●	●	●	-	-	-	-	?	?	-	●
3. Access and streetscapes	●	-	-	●	●	●	?	●	●	?	-	-	-	-	?	-	●
4. Car parking	●	-	-	-	-	-	-	●	X	-	-	-	-	-	●	?	●
5. Flood risk and drainage	-	?	-	-	-	-	-	●	-	●	-	-	-	-	-	-	?
6. Green and open spaces	●	-	-	●	?	●	●	-	●	●	●	-	-	-	-	-	-
7. Heritage assets	-	-	-	-	●	-	●	●	-	-	-	-	-	-	?	-	●
8. Homes	●	●	-	?	●	-	-	-	-	-	?	-	-	-	?	?	-
9. Business development	●	-	-	-	-	-	-	-	?	-	-	-	-	-	●	●	●
10. Leisure, tourism and education	-	-	●	?	●	-	-	●	-	-	-	-	-	-	●	●	●

Sustainability Objective	Sustainability Comment
<b>1. Economic vitality and viability</b>	<p>This objective is to see new development deliver increased economic performance in the central area. The objective covers a range of development types include homes, shops and businesses. The objective includes the need also to cater to visitors to the area.</p> <p>Wording could be altered to remove 'whilst' as recreation and leisure are components of the Southend economy.</p>
<b>2. Design excellence</b>	<p>This objective contains many elements that are very positive for bringing about more sustainable development in the Central Area. The objective aims to make improvements to the quality of the public realm, reinforce a sense of place and promote development that complements new and existing development, helping to make the Central Area a more attractive place. This can have advantages for creating a Southend attractive to investors, somewhere that residents feel proud of and a good place to visit. Design excellence that contributes to helping establish Southend as a Low Carbon City ensures that the central area is both socially and environmentally sustainable, with global benefits relating to climate change.</p>
<b>3. Access and streetscapes</b>	<p>This objective aims for better connectivity of public and green spaces and to create quality streetscapes using co-ordinated materials and furniture. This enables better access, improves opportunities for walking, cycling and use of sustainable modes of transport providing health benefits to residents of the Central Area and the wider Borough. Well-designed streetscapes will also enhance the quality of the built environment, create a cohesive public realm and improve pedestrian and cyclist safety.</p>
<b>4. Car parking</b>	<p>This objective introduces the need for the SCAAP to take into consideration impacts of parking on the vitality of the town centre, concentrating on making improvements to the quality of access to public car parking so that it is convenient, well sign posted, safe and secure and reduces the impact on non-car users. These improvements enable residents to access services, facilities and opportunities while encouraging visitors and investors to the town centre. This can help retain the role of the town centre as the focus for Southend and enable it to compete with other nearby retail centres. However, there is a need to manage overall levels of parking to ensure efficient use of land in the town centre and to ensure alternatives to trips by car are secured, in particular to encourage more people to travel to work in</p>

	the town centre by sustainable transport modes.
<b>5. Flood risk and drainage</b>	This objective aims to manage and mitigate flood risk and encourage the provision of Sustainable Drainage Systems and urban greening to reduce surface run-off. By appropriately managing flood risk and surface run-off, the built environment and cultural heritage of the Central Area are safeguarded providing greater ability for housing needs to be met.
<b>6. Green and open spaces</b>	<p>This objective is to increase the connectivity of the town centre and seafront to green and open spaces to relieve pressure on the area's environmental designations and the biodiversity it contains. Improving access through sustainable modes of transport will have associated health benefits for residents. This objective could provide a plethora of benefits for the natural environment - biodiversity will be maintained, protected and hopefully enhanced, air quality will be improved and flood risk reduced.</p> <p>The objective is similar to objective 3. Therefore, it may be possible to combine elements of this objective with objective 3 and further emphasis the need to protect and enhance biodiversity here.</p>
<b>7. Heritage assets</b>	The objective aims to celebrate Southend's unique heritage assets. Conservation of heritage assets in Central Southend is vital due to various advantages that they bring to the area. These assets help to create a sense of place for the community, create distinctiveness of the built environment and enhance the cultural significance of the landscape. Aside from the aesthetic benefits of these assets they also encourage economic growth by providing features that are attractive to visitors which encourages inward investment and wealth creation.
<b>8. Homes</b>	<p>This objective relates to the development of new homes in the town centre, as expected through the Core Strategy. The objective should aid in the delivery of homes to meet needs in this central location, raising the potential for homes to be provided and supported by community and social infrastructure. This will contribute to reducing inequalities in health and wellbeing to support all ages to lead independent and healthy lifestyles.</p> <p>The objective also aims for the town centre to be a suitable location for families to live, this will including provision of necessary facilities and services, as well as suitably sized homes. A mix of housing types and tenures in the town centre can build communities in these locations.</p>

<b>9. Business development</b>	<p>This objective introduces the necessity to expand the businesses in central Southend. The aim is to identify, promote and actively bring forward suitable sites for development with the intention to provide infrastructure that is attractive to investors which will foster economic activity and hence contribute to wealth creation in the Central Area. These sites identified will contribute to enhancing employment opportunities and reducing disparities arising from unequal access to jobs. The central area is a sustainable location for business growth as it is well connected to the majority of the Borough's residents by public transport and is close to large residential areas where access can be by foot or bicycle.</p>
<b>10. Leisure, tourism and education/</b>	<p>This objective is to encourage development that enhances leisure and tourism in the Central Area and particularly focusing on the assets of the Seafront to attract visitors and support growth. These assets have wellbeing advantages for residents while maintaining the distinctive character and cultural heritage of the area. These assets are complimented by a prosperous learning quarter which aid residents of the Central Area to gain skills, reach their potential and increase their contribution to the community. Enhancing leisure and tourism facilities and seafront assets allows Southend to build on their local strength and enhance employment opportunities which are conducive to wealth creation.</p>

## **Appendix D Sustainability Appraisal of Policies**

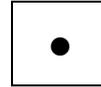


# 1 Explanation

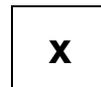
These matrices show an appraisal of the policies submission version against the full set of sustainability objectives developed for the SA process, as shown in the SA Report, Section 2.

## Key to appraisal symbols

Likely to contribute to the achievement of greater sustainability according to the identified objective



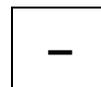
Likely to detract from the achievement of greater sustainability according to the identified objective



Likely effect but too unpredictable to specify, or multiple impacts potentially both positive and negative



No identifiable relationship between the topic covered in the policy and the sustainability concern



Concern	Ref	Explanation and desirable direction of change
<b>Social progress which recognises the needs of everyone</b>		
Accessibility	<b>SP1</b>	<ul style="list-style-type: none"> <li>enable all to have similar and sufficient levels of access to services, facilities and opportunities</li> </ul>
Housing	<b>SP2</b>	<ul style="list-style-type: none"> <li>to provide the opportunity for people to meet their housing need</li> </ul>
Education & Skills	<b>SP3</b>	<ul style="list-style-type: none"> <li>to assist people in gaining the skills to fulfil their potential and increase their contribution to the community</li> </ul>
Health, safety and security	<b>SP4</b>	<ul style="list-style-type: none"> <li>to improve overall levels of health, reduce the disparities between different groups and different areas, and reduce crime and the fear of crime</li> </ul>
Community	<b>SP5</b>	<ul style="list-style-type: none"> <li>to value and nurture a sense of belonging in a cohesive community, whilst respecting diversity</li> </ul>
<b>Effective protection of the environment</b>		
Biodiversity	<b>EP1</b>	<ul style="list-style-type: none"> <li>to maintain and enhance the diversity and abundance of species, and safeguard these areas of significant nature conservation value</li> </ul>
Landscape character	<b>EP2</b>	<ul style="list-style-type: none"> <li>to maintain and enhance the quality and character and cultural significance of the landscape, including the setting and character of the settlement</li> </ul>
Built environment	<b>EP3</b>	<ul style="list-style-type: none"> <li>to maintain and enhance the quality, safety and distinctiveness of the built environment and the cultural heritage</li> </ul>
<b>Prudent use of natural resources</b>		
Air	<b>NR1</b>	<ul style="list-style-type: none"> <li>to reduce all forms of air pollution in the interests of local air quality and the integrity of the atmosphere</li> </ul>
Water	<b>NR2</b>	<ul style="list-style-type: none"> <li>to maintain and improve the quantity and quality of ground, sea and river waters, and minimise the risk of flooding</li> </ul>
Land	<b>NR3</b>	<ul style="list-style-type: none"> <li>to use land efficiently, retaining undeveloped land and bringing contaminated land back into use</li> </ul>
Soil	<b>NR4</b>	<ul style="list-style-type: none"> <li>to maintain the resource of productive soil</li> </ul>
Minerals and other raw materials	<b>NR5</b>	<ul style="list-style-type: none"> <li>to maintain the stock of minerals and other raw materials</li> </ul>
Energy sources	<b>NR6</b>	<ul style="list-style-type: none"> <li>to increase the opportunities for energy generation from renewable energy sources, maintain the stock of non renewable energy sources and make the best use of the materials, energy and effort embodied in the product of previous activity</li> </ul>
<b>Maintenance of high and stable levels of economic growth and employment</b>		
Local economy	<b>EG1</b>	<ul style="list-style-type: none"> <li>to achieve a clear connection between effort and benefit, by making the most of local strengths, seeking community regeneration, and fostering economic activity</li> </ul>
Employment	<b>EG2</b>	<ul style="list-style-type: none"> <li>to maintain and enhance employment opportunities matched to the size of the local labour force and its various skills, and to reduce the disparities arising from unequal access to jobs</li> </ul>
Wealth creation	<b>EG3</b>	<ul style="list-style-type: none"> <li>to retain and enhance the factors which are conducive to wealth creation, including personal creativity, infrastructure, accessibility and the local strengths and qualities that are attractive to visitors and investors</li> </ul>

## 2 Part B: Development Strategy and Policies

### 2.1 Retail

#### DS1: Maintaining a Prosperous Retail Centre

##### Policy summary

The policy sets the general principles for delivering a prosperous retail centre, including uses in primary and secondary frontages. Three options are presented on how to manage Town Centre Primary Shopping Frontages.

##### Relationship of policy with sustainable development

Focusing shopping facilities in one central location can help reduce peoples' need to travel. Therefore, these benefits related to reduced car use, aided by the fact the Central Area has good public transport access and is within easy walking and cycling distance from many peoples' homes. A diverse retail offer can also make the area attractive to visitors and be part of the economy. However, retail should be compatible with the size of the town and ideally not harm nearby towns ability to retain viable retail offer.

A well designed shopping area and where existing heritage is protected can help make Southend town centre unique, differentiating it from other generic shopping areas.

##### Policy DS1: Maintaining a prosperous retail centre (not including principle 4 options)

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
•	•	-	-	•	-	-	•	•	-	?	-	-	-	•	•	•

##### DS1: Sustainability appraisal comment

This policy should help to retain the retail core of the Central Area as an attractive place to visit. The policy should help protect those areas of primary importance for shopping from alternative uses. Focused retail development may be required to protect the viability of shopping areas.

The policy also specifies the type of uses that would be suitable in the area to maintain an active frontage on ground floor level, as well as allowing a mix of uses on upper stories, including a stronger residential element.

The policy also allows for the use of upper floors of existing retail areas to be used for other uses, such as residential development. This should help improve maintain and improve the vibrancy of the area, although it will be important to ensure that new residential uses are compatible with the location. This is important to protect the amenity of new and existing residents, but also to protect existing businesses and facilities in the Central Area. For instance, new residential development given permission for development in inappropriate locations or with insufficient noise mitigation in their design can lead to existing uses in town centres having to close or change the way they operation e.g. bars, restaurants or music venues as well as shops with early morning or late night deliveries.

There is a strong emphasis on protection of the public realm through the standard of design expected of new buildings, as well as protecting the loss of traditional shopfronts. The policy also includes a criterion to help enhance the visual appearance of vacant retail uses through inclusion of art.

Currently, the High Street has very limited green space or any planting and therefore the recognition urban greening in the policy may help deliver an enhanced public realm

The promotion of new street markets is likely to have beneficial effects, many towns and cities have thriving new retail markets that add vibrancy to towns and can support other sustainability objectives, such as access to healthy food, supporting small business and selling local goods.

## Options

**Option A:** In primary shopping centres Use Class A1 loss will be resisted. Change of use from A1 to other A uses will not result in the remaining A1 retail use falling below 70% in the primary frontage. Exceptions will be made where long-term vacant. Alternative uses must maintain footfall, have active frontage and not detrimental to amenity.

**Option B:** In primary frontages Use Class A1 loss will be resisted. Non-A1 uses will be permitted only if in A2-A3 use, not lead to more than two consecutive non-A1 use, the primary shopping frontage remains predominantly retail A1. If A1 is already less than 50% on a frontage length no further loss will be permitted, exception will be made where long-term vacant, have an active frontage and not detrimental to amenity.

**Option C:** In primary frontages Use Class A1 loss will be resisted. Non-A1 use will be considered at ground floor if in it is in A2 to A5, no more than two consecutive non-A1 uses, includes an active frontage and not detrimental to amenity.

	SP 1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
<b>A</b>	++	+	-	-	?	-	-	X	-	-	?	-	-	-	++	+	?
<b>B</b>	+	+	-	-	?	-	-	X	-	-	?	-	-	-	+	+	?
<b>C</b>	?	+	-	-	?	-	-	-	-	+	?	-	-	-	?	?	-

### Relative Sustainability Effects

Southend Central Area does experience a vacancy rate in retail units above the national average; this could be due to existing policies that restrict the use of retail units in this area to a retail use, meaning other A Uses, such as restaurants, financial services etc. are not permitted under usual circumstances. Therefore, allowing more non-A1 uses could reduce this vacancy. There are potential benefits from this as reduced vacancy may bring more vibrancy into the area with more shop units in use. Lower levels of protection for A1 uses could undermine the Primary Retail Centre. Other uses such as restaurants, cafés, bars, banks, estate agents etc. can change the character and footfall of an area. Some other uses, such as betting shops and payday loans premises (although subject to further restrictions) can also have additional adverse impacts on communities.

There is also the risk that diluting the retail offer in these parts of centre may have a knock on effect in undermining the retail role, causing possible further decline in its function.

### Recommendations and potential for significant impacts

This policy is likely to have a positive impact on achieving sustainable development. This is as long as the retail offer remains appropriate to the size of the town and other built environment improvements are achieved.

An alternative may be to seek to monitor the Primary Retail Frontage and further reduce its total frontage, replacing Primary with Secondary retail as needed. This could maintain a retail 'core' where protection for A1 uses could be set at high levels (e.g. 70% or more).

### Policy Trail

The policy has seen a substantial change from the previous version. The current policy is an amalgamation of several distinct policies from the previous version of the SCAAP, these are: DS1 New and enhanced shopping facilities, DS2 Shopping frontages and use of floors above shops and DS3 Retail markets.

These former policies were much more detailed but repeated other policies of the SCAAP and the LDF. Therefore the sustainability impacts of the revisions are not assessed as different.

Previously the SCAAP policies specified the quantum of additional retail floorspace required. This may have allowed some indication of the scale of new development required. However, it was not location specific would not necessarily have resulted in the delivery of this quantum. The previous SCAAP version also set out general locations for defined types of retail growth, which is now predominantly covered in area specific policies. It also included sites that are no longer included as Opportunity Sites in the SCAAP.

Previously a 30% non-A1 use was included in policy, in keeping with Option A.

**Iteration of policy following SA of the draft Preferred Approach:**

Policy updated to include a criteria on displaying art in vacant shop unit windows to help reduce the impact on the quality of the built environment.

**Other relevant LDF Policies – covered by separate Sustainability Appraisal**

2.1.1 Core Strategy:

- CP2: Town and Centre Retail Development.

## 2.3 Employment

2.3.1 Non site specific principles relating to this type of development are covered in other parts of the LDF and to avoid repetition are not repeated in the SCAAP. The Core Strategy and Development Management DPD are the relevant component documents of the LDF and all policies within them have already been subject to SA.

2.3.2 In addition, area specific policies of the SCAAP identify areas of focus for employment and the sustainability appraisal of these policies is covered in this appendix.

2.3.3 Policies of most relevance are:

- Core Strategy: CP1: Employment generating development;
- Development Management DPD: DM10: Employment Sectors;
- Development Management DPD: DM11: Employment Areas.

2.3.4 In the SCAAP the following areas have an employment focus:

- PA2: London Road;
- PS5: Warrior Square;
- PA6: Clifftown;
- PS8: Victoria Gateway Neighbourhood; and
- PA9: Sutton Gateway Neighbourhood.

2.3.5 Previous policy DS4 'Employment development in the Central Area' proposed for the SCAAP has been removed to avoid duplication of policy with the LDF as a whole and SCAAP area specific policies.

## 2.5 Housing

- 2.5.1 Non site specific principles relating to this type of development are covered in other parts of the LDF and to avoid repetition are not repeated in the SCAAP. The Core Strategy and Development Management DPD are the relevant component documents of the LDF and all policies within them have already been subject to SA.
- 2.5.2 In addition, area specific policies of the SCAAP identify areas of focus for housing and the sustainability appraisal of these policies is covered in this appendix.
- 2.5.3 Policies of most relevance are:
- Core Strategy: KP1: Spatial Strategy;
  - Core Strategy: CP8: Dwelling Provision;
  - Development Management DPD: DM7 Dwelling mix, size and type;
  - Development Management DPD: DM8: Residential standards;
  - Development Management DPD: DM9 Specialist residential accommodation.
- 2.5.4 In the SCAAP the following areas have a housing focus:
- PA1: High Street Policy Area;
  - PA2: London Road;
  - PA4: Queensway;
  - PS5: Warrior Square;
  - PA6: Clifftown;
  - CS1: Central Seafront;
  - PS8: Victoria Gateway Neighbourhood; and
  - PA9: Sutton Gateway Neighbourhood.
- 2.5.5 Previous policy DM8 'Housing' proposed for the SCAAP has been removed to avoid duplication of policy with the LDF as a whole and SCAAP area specific policies.

## **2.7 Culture, leisure, tourism and recreational facilities**

- 2.7.1 Non site specific principles relating to this type of development are covered in other parts of the LDF and to avoid repetition are not repeated in the SCAAP. The Core Strategy and Development Management DPD are the relevant component documents of the LDF and all policies within them have already been subject to SA.
- 2.7.2 In addition, area specific policies of the SCAAP identify areas of focus for cultural, leisure, tourism and recreation development and their sustainability appraisal is contained within this appendix.
- 2.7.3 Policies of most relevance are:
- Core Strategy: KP1: Spatial Strategy;
  - Core Strategy: CP1: Employment generating development;
  - Core Strategy CP6: Community infrastructure;
  - Core Strategy CP7: Sport, recreation and green space;
  - Development Management DPD: DM6 The Seafront;
  - Development Management DPD: DM12 Visitor Accommodation.
- 2.7.4 In the SCAAP the following areas have a cultural, leisure, tourism or recreation focus:
- PA1: High Street Policy Area;
  - PA2: London Road;
  - PA3: Elmer Square;
  - PA4: Queensway;
  - PS5: Warrior Square;
  - PA6: Clifftown;
  - PA7: Tylers;
  - CS1: Central Seafront;
  - CS4: The Waterfront;
  - PS8: Victoria Gateway Neighbourhood; and
  - PA9: Sutton Gateway Neighbourhood.
- 2.7.5 Previous policy DS6 proposed for the SCAAP has been removed to avoid duplication of policy with the LDF as a whole and SCAAP area specific policies.

## 2.9 The Historic Environment

- 2.9.1 Non site specific principles relating to this type of development are covered in other parts of the LDF and to avoid repetition are not repeated in the SCAAP. The Core Strategy and Development Management DPD are the relevant component documents of the LDF and all policies within them have already been subject to SA.
- 2.9.2 In addition, area specific policies of the SCAAP identify areas of importance for protection of the historic environment, including archaeology and their sustainability appraisal is contained within this appendix.
- 2.9.3 Policies of most relevance are:
- Core Strategy: KP1: Spatial Strategy;
  - Core Strategy: CP4: The environment and urban renaissance;
  - Development Management DPD: DM5 Southend-on-Sea's Historic Environment.
- 2.9.4 In the SCAAP the following areas have an historic environment focus:
- PA1: High Street Policy Area;
  - PS5: Warrior Square;
  - PA6: Clifftown;
  - CS1: Central Seafront; and
  - PS8: Victoria Gateway Neighbourhood.
- 2.9.5 Previous policies proposed for the SCAAP HE1 to HE7 have been removed to avoid duplication of policy with the LDF as a whole and SCAAP area specific policies.

## 2.11 Open and green spaces

2.11.1 Non site specific principles relating to this type of development are covered in other parts of the LDF and to avoid repetition are not repeated in the SCAAP. The Core Strategy and Development Management DPD are the relevant component documents of the LDF and all policies within them have already been subject to SA.

2.11.2 In addition, area specific policies of the SCAAP identify areas of focus for open and green spaces and their sustainability appraisal is contained within this appendix.

2.11.3 Policies of most relevance are:

- Core Strategy: KP2: Development principles;
- Core Strategy CP4: The environment and urban renaissance;
- Core Strategy CP7: Sport, recreation and green space.

2.11.4 In the SCAAP the following areas have coverage of open and green space protection::

- DS5: Transport, access and the public realm;
- PA1: High Street Policy Area;
- PA3: Elmer Square;
- PA4: Queensway;
- PS5: Warrior Square;
- PA6: Clifftown;
- CS1: Central Seafront;
- PS8: Victoria Gateway Neighbourhood; and
- PA9: Sutton Gateway Neighbourhood.

2.11.5 Previous policy PR1 'Open space provision' proposed for the SCAAP has been removed to avoid duplication of policy with the LDF as a whole and SCAAP area specific policies.

## 2.13 Key Views

DS2: Key Views																
<b>Policy summary</b>																
This policy identifies seven key views that should be considered for all relevant new development in the Central Area.																
<b>Relationship of policy with sustainable development</b>																
Views and protecting the unique characteristics of Southend can help ensure a sense of place and people's pride in where they live and the attractiveness to visitors.																
DS2: Key Views																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	-	-	-	?	-	?	●	-	-	-	-	-	-	?	-	?
<b>Sustainability appraisal comment</b>																
The policy should help in protecting the character of the area. However, every application should be judged on its merit, particularly where new development makes innovative use of views or provide other sustainability benefits.																
<b>Recommendations and potential for significant impacts</b>																
The policy is likely to have a positive impact on sustainable development.																
<b>Policy Trail</b>																
This policy is a more positively worded version of the previous PR4 and in addition now names important views.																
<b>Iteration of policy following SA of the draft Preferred Approach:</b>																
No change.																

### Relevant LDF Policies – covered by separate Sustainability Appraisal

#### 2.13.1 Core Strategy:

- KP2: Development Principles;
- CP4: The Environment and Urban Renaissance.

#### 2.13.2 Development Management Development Plan Document:

- DM1: Design Quality;
- DM4: Tall and Large Buildings;
- DM5: Southend-on-Sea's Historic Environment;
- DM6: The Seafront.

## 2.15 Landmarks and Landmark Buildings

DS3: Landmarks and Landmark Buildings																
<b>Policy summary</b>																
This policy seeks to protect landmark buildings and set criteria for developing new ones.																
<b>Relationship of policy with sustainable development</b>																
Landmark buildings can help give an area character, supporting a unique local built character that people can have pride in. These buildings are also important in creating a legible town, providing focal points as residents and visitors move through the Central Ara.																
Policy DS3: Landmarks and Landmark Buildings																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	-	-	-	?	-	?	●	-	-	-	-	-	-	?	-	?
<b>Sustainability appraisal comment</b>																
The policy is compatible with achieving sustainable development.																
Landmark buildings in the Borough should be kept under review to reflect any newly constructed or restored buildings that may become a landmark feature e.g. a new museum or tall buildings.																
<b>Recommendations and potential for significant impacts</b>																
The policy is likely to have a positive impact on sustainable development.																
<b>Policy Trail</b>																
This policy similar to the previous policy PR5, as well as CS1 relevant to landmark buildings in the seafront, although the policy now contains an additional principle to protect the setting of landmark buildings.																
<b>Iteration of policy following SA of the draft Preferred Approach:</b>																
No relevant changes.																

### Relevant LDF Policies – covered by separate Sustainability Appraisal

#### 2.15.1 Core Strategy:

- KP2: Development Principles;
- CP4: The Environment and Urban Renaissance.

#### 2.15.2 Development Management Development Plan Document:

- DM1: Design Quality;
- DM4: Tall and Large Buildings;
- DM5: Southend-on-Sea's Historic Environment;
- DM6: The Seafront.

## 2.17 Flood Risk Management and Sustainable Drainage

DS4: Flood Risk Management and Sustainable Drainage																
<b>Policy summary</b>																
The policy sets out principles to manage risk of flood to new and existing residents and visitors to the Central Area.																
<b>Relationship of policy with sustainable development</b>																
Protecting people from flood is essential to protect wellbeing, both in terms of direct physical risk as well as in relation to the effects on mental wellbeing related to the experience of flooding and anxiety of repeat flooding. Flooding can also adversely impact on local businesses that are at risk.																
DS4: Flood Risk Management and Sustainable Drainage																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	?	-	?	-	-	-	-	-	●	-	-	-	-	?	-	-
<b>Sustainability appraisal comment</b>																
The policy is compatible with achieving sustainable development. However, it could include some changes to ensure that flood risk and drainage are considered where appropriate in all development.																
<b>Recommendations and potential for significant impacts</b>																
The policy is likely to have a positive impact on sustainable development. Development should be designed to <del>take</del> ensure floor levels account the 1 in 100 year flood risk plus climate change for fluvial flooding and 1 in 200 year taking into account sea level risk for tidal flooding.																
<b>Policy Trail</b>																
Previously versions of the SCAAP had an overarching flood risk policy, a policy for the central area and policies covering specific policy areas also identified area of surface water flood risk. The revisions to policy have simplified the approach, although the importance of consideration of suitable drainage on all sites previously included may have had greater benefits for sustainable development																
<b>Iteration of policy following SA of the draft Preferred Approach:</b>																
The policy has been updated to clarify that drainage techniques on new impermeable areas apply to all sites.																

### Relevant LDF Policies – covered by separate Sustainability Appraisal

#### 2.17.1 Core Strategy:

- KP2: Development Principles;
- KP3: Development Principles;
- CP4: The Environment and Urban Renaissance.

#### 2.17.2 Development Management Development Plan Document:

- DM6: The Seafront.

## 2.18 Transport, Access and the Public Realm

DS5: Transport, Access and Public Transport																
<b>Policy summary</b>																
The policy sets out principles to manage travel and access in the central area, with a focus on more sustainable modes.																
<b>Relationship of policy with sustainable development</b>																
Travel and transport are issues with strong links to achieving sustainable development. Measures that reduce reliance on car driving and help make services accessible by foot, cycling or public transport from where people live will have environment, social as well as economic benefits.																
DS5: Transport, access and public transport																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	-	-	●	-	?	-	●	●	-	-	-	-	-	●	?	?
<b>Sustainability appraisal comment</b>																
The policy is compatible with achieving sustainable development. There are likely to be beneficial effects in relation to air quality from reducing car use and encouraging more sustainable travel. Improvements that encourage more walking and cycling can also have health benefits from 'Active Travel'. There may be also be built environment benefits from enhancing the public realm to improve walking routes.																
The policy will also help ensure equitable access to services and facilities in the Central Area as it will maintain and improve access for those who do not drive, for whatever reason. The cross reference to the implementation of sustainable access measures in Appendix 5 and development management policies relating to sustainable transport will support a modal shift away from car use. The reference to a freight management plan may also help reduce the adverse effects on local highways and congestion from the delivery of goods.																
The policy criteria related to the importance of ensuring new car parks contribute to the character of the built environment can also have benefits for this sustainability objective, with possible associated benefits for enhancing biodiversity.																
<b>Recommendations and potential for significant impacts</b>																
The policy is likely to have a positive impact on sustainable development in helping to encourage more sustainable travel choices.																
<b>Policy Trail</b>																
This policy is new to the plan previously there were seven distinct policies covering transport and these have been rationalised into this single policy to avoid repetition within the SCAAP and with other LDF documents. Specific improvement schemes are also now only contained in relevant area development principle policies.																
<b>Iteration of policy following SA of the draft Preferred Approach:</b>																
The policy has been updated to clarify the need for various types of transport management plan, including freight management and travel plans.																
New criteria have been added to help make sure that new and existing car parks are designed so as to contribute to the built environment.																
The policy map now shows mixed-mode routes, clarifying the locations that these should be delivered, which may help enhance the likelihood of their delivery.																

## Relevant LDF Policies – covered by separate Sustainability Appraisal

### 2.18.1 Core Strategy:

- KP2: Development Principles;
- CP3: Transport and Accessibility;
- CP4: The Environment and Urban Renaissance.

### 2.18.2 Development Management Development Plan Document:

- DM15: Sustainable Transport Management.

## 2.20 Infrastructure Provision

2.20.1 Non site specific principles relating to this type of development are covered in other parts of the LDF and to avoid repetition are not repeated in the SCAAP. The Core Strategy and Development Management DPD are the relevant component documents of the LDF and all policies within them have already been subject to SA.

2.20.2 Where relevant area specific policies of the SCAAP identify areas that may be focus for new infrastructure, in particular new schools. These policies are appraised elsewhere in this Appendix.

2.20.3 Policies of most relevance are:

- Core Strategy KP1: Spatial Strategy
- Core Strategy: KP2: Development principles;
- Core Strategy CP4: The environment and urban renaissance;
- Core Strategy CP6: Community Infrastructure
- Core Strategy CP7: Sport, recreation and green space
- Development Management DPD: DM2 Low Carbon Development and Efficient Use of Resources
- Development Management DPD: DM14 Environmental Management.

2.20.4 In addition SBC now prepares the 'Southend Infrastructure Delivery Plan', a live document produced to identify the range of infrastructure types and projects required to supported growth. It identifies funding sources, delivery bodies, timescales and priorities and supports the application of the Community Infrastructure Levy applied to new development.

2.20.5 In the SCAAP the following areas have coverage of open and green space protection::

- DS5: Transport, access and the public realm;
- PA1: High Street;
- PA2: London Road;
- PA3: Elmer Square;
- PA4: Queensway;
- PS5: Warrior Square;
- PA6: Clifftown;
- PA7: Tylers;
- CS1: Central Seafront;
- PS8: Victoria Gateway Neighbourhood; and
- PA9: Sutton Gateway Neighbourhood.

2.20.6 Previous policies of the SCAAP have been removed to take into account the policy criteria already in the LDF, these are DS5: Education, higher and Further Education; DS7: Social and Community Infrastructure; IF1: Central Area Infrastructure; IF2: Section 106 and Developer Contributions; IF3 Flood Risk Management.

# 3 Part C: Policy Areas and Opportunity Site Policies

## 3.1 High Street Policy Area

### High Street Area

#### Policy summary

The policy sets the criteria for developing and regeneration of the High Street. This includes the mix of uses suitable and treatment of the public realm.

#### Relationship of policy with sustainable development

The High Street is a high trip generating focus for the Central Area. Built environment improvements can help encourage more people to spend more time in the area and a mix of uses can bring further vitality to the area and maintain its character.

#### Policy PA1: High Street Area Development Principles

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
•	•	-	•	•	?	•	•	•	-	?	-	-	?	•	•	•

#### PA1: Sustainability appraisal comment

The High Street is the core of the Central Area, providing a range of shopping and leisure uses. This policy should help to make sure the High Street is an attractive place to visit. The policy also specifies the type of uses that would be suitable in the area to maintain an active frontage on ground floor level, as well as allowing a mix of uses on upper stories, including a stronger residential element.

There is a strong emphasis on improving the public realm to enhance the character and the quality of the High Street, with potential for better use of Victoria Circus as a public space for events.

#### OS1: Whitegate Road

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	•	-	-	?	-	-	•	-	-	?	-	-	-	•	•	•

#### OS1: Sustainability appraisal comment

The policy will support the mixed use of the site helping it form part of the vibrant High Street area, as well as meeting wider needs of the Borough, for instance in terms of office space or residential development.

#### OS2: Pitman's Close

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	•	-	-	?	-	-	•	-	-	?	-	-	-	•	•	•

#### OS2: Sustainability appraisal comment

The policy will support the mixed use of the site helping it form part of the vibrant High Street area, as well as meeting wider needs of the Borough, for instance in terms of office space or residential development.

**Recommendations and potential for significant impacts**

The policy is likely to help achieve beneficial sustainability impacts for the Central Area and wider Borough.

**Policy Trail:**

The policy has been substantially revised from the 2011 version removing the detail on the public realm improvements and increasing emphasis on the mix of uses that should be delivered, it is a more succinct policy. This will have no identifiable sustainable development effects as these matters are covered elsewhere in the SCAAP and LDF, although the references to urban greening could be reinstated. There may be beneficial effects from the inclusion of the decentralised energy policy principle.

OS1 was previously included in 'Warrior Square' area (PS5b) and more detail has been added on the type of development that should be delivered.

OS2 was previously in the Tylers area (PS7a) and more detail has been added on the type of development that should be delivered.

**Iteration of policy following SA of the draft Preferred Approach:**

The policy has been updated to include a criteria on urban greening. Additional detail has been included in the policy about existing planning permissions and the indicative housing yield expected in Policy Area.

### 3.3 London Road Policy Area

London Road Policy Area																
<b>Policy summaries</b>																
The policy sets the general principles for the enhancing the Queensway and London Road/Broadway area. The proposal site is the large area of land currently occupied by Sainsbury's and a car park and a London Road that is fully accessible to vehicles as far as Victoria Circus.																
<b>Relationship of policy with sustainable development</b>																
This part of the Central Area contains a large building that dominates the area. There is a poor frontage and the built environment is of a poor quality with little provision for cyclists and pedestrians. Regeneration of the area through wholesale redevelopment or partial renewal could have substantial benefits to its quality and attractiveness to visitors. Increasing pedestrianisation and public realm improvements could have benefits for the character of this currently underutilised space so that it can actively contribute to the attractiveness of the area and the local economy.																
Policy PA2: London Road Policy Area Development Principles																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	?	?	?	●	?	-	●	?	-	?	-	-	?	●	?	●
<b>Sustainability appraisal summary and comment</b>																
The policy should help improve the character of the area, while retaining some of the existing uses such as car parking. Much of the improvements relate to better links across the site and to other parts of the Central Area for cyclists and pedestrians. This will help make the site more accessible including links across Queensway to Victoria Rail Station.																
The principles for development also contain some other positive aspects, such as promoting urban greening, the potential for a street market, potential for higher/further education use, permitting a mix of uses including residential and the potential for decentralised and low carbon energy.																
The policy also includes the potential for the Sainsbury's site to be redeveloped should this site no longer be required for its current use, in such a situation a development brief would need to be developed to help deliver development in a way that is compatible with the SCAAP objectives.																
OS15: Sainsbury's and Adjacent Buildings																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
?	●	-	-	?	-	-	●	-	-	?	-	-	-	●	●	●
<b>OS15: Sustainability appraisal comment</b>																
This OS could help see the regeneration of this part of the Central Area, with uses proposed for residential and office development. However, it is noted that this site is unlikely to come forward until after the plan period for the SCAAP.																
<b>Recommendations and potential for significant impacts</b>																
The policy is likely to help achieve beneficial sustainability impacts for the Central Area and wider Borough.																
<b>Policy trail:</b>																
The policy for the area has changed in name although covers a broadly similar area. The policy recognises that the Sainsbury's site has potential for redevelopment, but based on available information this is phased to post-2021, the policy recognises that if the site does come forward it needs to be managed through a Development Brief.																

**Iteration of policy following SA of the draft Preferred Approach:**

The policy has updated to include additional reference to urban greening and planting.

Additional detail has been included in the policy about the indicative housing yield expected in Policy Area.

### 3.5 Elmer Square Policy Area

Elmer Square																	
<b>Policy summaries</b>																	
The policies set out the general principles and specifics for development in and around Elmer Square, including the Phase 2 of the Elmer Square opportunity area.																	
<b>Relationship of policy with sustainable development</b>																	
This is an important site near the High Street already associated with further and higher education. Enhancing this education role, as well as public realm improvements, could improve the attractiveness of Southend for those choosing a place to study. These improvements could also aid the image of a town as a place to do business due to the links with a modern university complementing the recently completed Phase 1 enhancements to the university and public realm.																	
<b>Policy PA3: Elmer Square Development Principles</b>																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
●	?	●	?	●	?	-	●	?	-	?	-	-	?	●	●	●	
<b>Sustainability appraisal summary and comment</b>																	
The policy clearly sets that educational uses will be favoured in this part of the Central Area with further improvements to the public realm and cycling and walking routes. There is the potential for benefits to the built environment that will have a positive impact on the image of the Central Area. The results of improvements are likely to have economic benefits for Southend through improvements to the image and attractiveness of the Central Area, and links to a modern university.																	
Access upgrades will help encourage walking and cycling access, this will be part of securing a mode shift away from car use, with benefits for the wider Central Area. The policy includes principles of ensure that development delivery other enhancements such as urban greening and consideration of more efficient energy use.																	
The policy requires that consideration is given a long term management and maintenance plan for any new student accommodation. Given the transient populations occupying these blocks they can have the potential to cause detrimental effects on the local environment, including poor refuse storage and disposal, lack of maintenance of planted areas and out of term time can result in loss of activity around the block. This can impact on the image of areas with possible economic impacts and adverse impacts on local residents. Therefore, this policy inclusion should help protect the local environment from potential harm from this type of development.																	
<b>OS3: Elmer Square Phase 2</b>																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
●	?	●	-	?	-	-	●	-	-	-	-	-	-	●	?	?	
<b>OS3: Elmer Square Phase 2</b>																	
The opportunity sites policy is quite simple and relates to Phase 2 of the Elmer Square development, specifying that educational and supporting uses will be suitable in this location. This should help to enhance Elmer Square and the 'Education Quarter' of the Central Area.																	
<b>Recommendations and potential for significant impacts</b>																	
The policy should help deliver more sustainable development in this area.																	

**Policy Trail:**

The policy has been updated to reflect that Phase 1 of Elmer Square has been completed and Phase 2 still has to be delivered, including the redevelopment of the Prudential block that is long-term vacant and detracts from other environmental improvements the area. The policy also now includes more on energy efficiency and removes the detail on flooding for coverage by the generic policy.

**Iteration of policy following SA of the draft Preferred Approach:**

The policy has been updated to include an additional policy criterion to help ensure new student accommodation is managed so as not to cause determinant to the urban environment.

### 3.6 Queensway Policy Area

Queensway																
<p><b>Policy summaries</b></p> <p>This policy sets the general principles for the redevelopment and enhancements to the Queensway and Southchurch Avenue area. The proposal policy sets the principles for redevelopment of the Queensway House site, improvements to non-car users to Queensway and new areas of planting to improve the setting of listed buildings. The whole of the Policy Area is also an Opportunity Site.</p>																
<p><b>Relationship of policy with sustainable development</b></p> <p>Queensway dual carriageway currently creates a barrier for those walking or cycling to the town centre from the north and east. New and improved cycle and foot links can have environmental benefits from reduced car use. They will also help people feel more linked to the Central Area, reducing the barriers created by the road, which could have benefits related to sustainable communities and could also improve perceived character of the area encouraging a more diverse community and economy.</p> <p>The poor quality of the built environment here can be enhanced through the design of new spaces and other changes such as new public art.</p> <p>There is the potential for new planting and open space to bring nature into the Central Area, with benefits for the visual appearance, biodiversity and wellbeing created through access to 'green' infrastructure.</p> <p>There is urgent need for redevelopment in this area as Queensway House has already been cleared and the current use as a car park is not a desirable or sustainable use for this location.</p>																
Policy PA4: Queensway Policy Area OS4: Queensway Opportunity Site																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	?	-	?	?	?	?	●	?	-	-	-	-	?	-	-	?
<p>This area is to be redeveloped to provide new housing, office and secondary retail space, with Queensway House already cleared for redevelopment. The area is identified as one parts of the Central Area that has the potential to deliver a range of new residential development, replacing the existing stock with a better range of types and improved design. This will help meet objectives for the Central Area of providing development to meet the needs of existing and future residents, as well as encouraging economic growth in the area.</p> <p>Changes in access are promoted through the policy. This should help overcome the barrier created by Queensway. There is also potential for new mixed mode – shared priority access from this area to other parts of the Central Area.</p> <p>New open space provision will have benefits for residents, providing space for outdoor leisure and relaxation. Design of these spaces should make them useable by residents, visitors and local workers and not simply be grassed areas as the setting for buildings. Well landscaped areas should also enhance the character of this area. New open space should have 'soft' landscaping wherever possible as this can have greater sustainability benefits than hard landscaped areas, for instance for wildlife and to help absorb water and heat. Improvements to Queensway for pedestrians and cyclists will also bring benefits to the area.</p> <p>All of these changes could improve the setting of the listed buildings at Porters and All Saints Church.</p> <p>There has been a loss of community facilities at the site, so it is essential that there is some re-provision of community services either on this site or nearby, with the same level of accessibility for local users. The importance of the provision of services is set out in policy and the need for these to help contribute with any planning vision for the area.</p> <p>There is also the potential for a large amount of the affordable housing to be lost through development. Therefore, the policy includes a criterion to ensure no net loss of affordable housing provision at the site. Affordable housing should be provided in a range of tenure types and in a range of housing sizes,</p>																

compatible with the policies of the Development Plan Document and Core Strategy.

A masterplan for the new urban park, including links to Warrior Square, should help achieve a coordinated delivery of this space. Linking spaces can have significant benefits for biodiversity, as well as providing attractive walking and cycling routes encouraging active travel.

For the residential tower blocks that are not demolished refurbishment may be possible improve their quality and retain the landmark features. Re-use may also be preferable in terms of making best use of available resources than demolition and re-building.

The policy recognises the surface water flood potential in this area.

### **Recommendations and potential for significant impacts**

The policy should help deliver more sustainable development in this area.

The preparation of a site masterplan, as set out in policy, is essential in helping deliver a coordinated scheme for the area. This will help maximise the benefits for sustainable development, as this large site that has the potential to deliver significant change, such as in road layout, a large amount of new housing, community and other uses and therefore needs a unified approach to development.

The existing site includes a large amount of affordable housing. Therefore, the inclusion in the policy of a requirement to ensure no net loss should help protect housing in this location to meet the needs of local residents and the wider needs of Southend. In delivering new affordable housing consideration may need to be given to the type (rented or shared ownership), although this may depend on national policy definitions.

Any plans for a new urban park should include details of suitable types planting that will help support urban wildlife, for instance use of flower and fruiting species to support bees and other invertebrates, birds and bats

Future development of the site, as well as following versions of the SCAAP, will need to take into consideration the emerging proposals of the 'Better Queensway' group, as noted in supporting text.

### **Policy Trail:**

The policy area has been amended to include the Coleman Road flats and houses. This has helped provide a more coherent redevelopment site each side of the dual carriageway Queensway. The policy also now notes the importance of the area in providing the setting to the listed buildings that site on the Queensway roundabout just outside the Central Area.

The policy has been changed to change the emphasis of open space in this area from and 'urban forest' to a park. This may be more suitable for this location, although tree planting remains part of the principles for development. The policy also now includes more on energy efficiency and removes the detail on flooding for coverage by the generic policy.

The former Proposal Site PS4a included Queensway House that has now been demolished.

### **Iteration of policy following SA of the draft Preferred Approach:**

The policy has included some important updates and clarifications. This has included the need to prepare development briefs or masterplans for the site, no net loss in affordable housing, provision of new community facilities to meet vision for the area and the importance of biodiversity considerations as part the urban park.

Additional detail has been included in the policy about the indicative housing yield expected in Policy Area.

### 3.8 Warrior Square Policy Area

Warrior Square																	
<b>Policy summaries</b>																	
The policies set out the general principles for development at Warrior Square. Specific development requirements are set for the allocated site on the existing Warrior Square car park.																	
<b>Relationship of policy with sustainable development</b>																	
The land at Warrior Square is currently underutilised as a surface car park and the cleared site of the former swimming pool, which detracts from the quality of the conservation area and Warrior Square open space. Development here is well linked to the High Street and has the potential to deliver a variety of benefits in the Central Area, with a residential focus. Re-organisation of the car park, including vehicle and pedestrian access could improve movements to and from the site, increasing the attractiveness of routes for walkers and reducing town centre traffic congestion.																	
PA5: Warrior Square Policy Area Development Principles																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
●	●	-	-	?	?	-	●	?	-	-	-	-	?	●	●	?	
<b>Sustainability appraisal summary and comment</b>																	
The policy sets the principles for delivering development in this location with a focus on residential led mixed use development, other suitable uses are listed in the policy and include commercial and community use (although the mix of these uses could be clearer in policy).																	
The principles of the policy are compatible with more sustainable transport access and also are likely to help deliver nature conservation benefits through implementation of improvement's to the urban greening.																	
The principles of the policy also make clear the benefits the redevelopment of this area much bring to the quality of the built environment, this includes the setting of the Conservation Area, relationships with the Warrior Square gardens and use of public art.																	
The specification of soft planting is also positive in terms of securing sustainable development as it will have greater benefits for sustainability than hard landscape, for instance biodiversity, surface water drainage and reducing urban heating.																	
The policy includes the need to ensure the more efficient use of energy in new development in the town centre.																	
OS5: Warrior Square Opportunity Site																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
-	●	-	●	●	?	-	●	-	-	-	-	-	-	?	?	?	
<b>Sustainability appraisal summary and comment</b>																	
The Opportunity Site (OS) is promoted for residential led development, with other town centre uses also permitted such as office space and community uses. This should be beneficial in securing new housing the Central Area in order to meet Southend's identified need.																	
Specific elements of the policy should help to bring enhancements to the area including reduction in crime through improving natural surveillance. The policy also identifies the need for part of the site to be delivered as a green space and this should be connected to the existing Warrior Square green. Provision of new space is needed in the town centre that currently lacks formal areas of soft planting.																	

**Recommendations and potential for significant impacts**

The policy should help deliver more sustainable development in this area.

**Policy Trail:**

The reference to a new multi-storey car park has been removed from the policy as this no longer reflects the parking strategy of SBC. The area is also no longer identified for educational uses as these should be concentrated in the Elmer Square area than this location is better suited for residential development.

Some policy specifics have been removed from the Opportunity Site that could have had beneficial impacts for sustainable development, including the delivery of new cycle focused services.

The policy also now includes more on energy efficiency.

**Iteration of policy following SA of the draft Preferred Approach:**

The policy has been updated with examples of the type of community services that could be incorporated into OS5.

Additional detail has been included in the policy about existing planning permissions and the indicative housing yield expected in Policy Area.

### 3.10 Clifftown Policy Area

Clifftown Policy Area																	
<b>Policy summaries</b>																	
These policies set the general vision for the continued enhancement of Clifftown and its role as a cultural quarter for Southend, with specific policy principles set out for the redevelopment of identified sites.																	
<b>Relationship of policy with sustainable development</b>																	
The area has the potential to bring benefits to the Southend tourism and visitor economy, as the area is of distinctive built environment character, although this could be enhanced. The area provides a link to the main seafront areas to the west of the pier. Continued built environment enhancements and a diversification of cultural and retail options are an important part of the Southend as a high quality visitor destination.																	
Securing good walking and cycling links to the town centre could help to encourage non-car access to the Central Area from those who live to the east. This will have benefits in reducing town centre congestion and the adverse impacts this causes.																	
<b>PA6: Clifftown Policy Area Development Principles</b>																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
●	-	-	-	?	-	●	●	?	-	-	-	-	?	●	?	?	
<b>Sustainability appraisal summary and comment</b>																	
The policy supports the future role of Clifftown as an area of strong cultural identity. The policy includes criteria to make sure that the historic and heritage character of the area is taken into account in new development. There is also the need to restore areas that have become degraded.																	
The policy also gives some detail of what uses may be suitable on the Alexandra Street and Clarence Road car park site, and that if the sites were to come forward for development a 'Development Brief' would be required to guide development.																	
Other improvements are to the retail circuits in the area, linking to the Central Station, Cliff Gardens and Pier Hill. This will help support the economy through tourism and visitor spend. Shops in this area are more likely to be independent and therefore these retail circuits will aid the local economy especially.																	
Regenerating the Empire Theatre will also add to the cultural character of the area, including as set out in policy for uses such as art galleries or performance spaces. Central House is identified for redevelopment, for more information it could be included as a separate allocation, especially as this is identified as the site of a possible tall building.																	
The policy includes requirements for urban greening, with potential benefits for biodiversity and the quality of the built environment.																	
<b>OS16: Clarence</b>																	
<b>OS17: Alexander</b>																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
-	-	-	-	?	-	-	-	●	-	?	-	-	-	●	?	●	
<b>Sustainability appraisal summary and comment</b>																	
These two sites have the long-term potential for development (post 2021). Both sites are currently car parks within Clifftown. The sites have the potential for development to improve the role of this area as a cultural quarter for Southend and attract visitors.																	
<b>Recommendations and potential for significant impacts</b>																	
The policy should help deliver more sustainable development in this area.																	

Central House and Empire Theatre could be identified as a site specific Opportunity Sites as similar sites in the Central Area have been identified in this way. In particular, Central House could benefit from specific policy proposals as the location of a potential new 'landmark building'.

**Policy Trail:**

The policy was previously split over a heritage policy (HE1) and one on development principles. The unification into one policy makes understanding the aspirations for the area clearer. Education has also been removed as a potential part of the mix of uses, which should help ensure Elmer Square remains the focus for education. The two car parks are no longer identified as sites for development within the plan period as there is insufficient certainty that they would be available for the development.

**Iteration of policy following SA of the draft Preferred Approach:**

The policy has been updated to include additional reference to urban greening and planting and efficient energy supply.

Additional detail has been included in the policy about the indicative housing yield expected in Policy Area.

### 3.11 Tylers Policy Area

Tylers Policy Area																
<p><b>Policy summaries</b></p> <p>These policies set out the principles for developing this area on the southern eastern side of the High Street. The area includes a site allocation.</p>																
<p><b>Relationship of policy with sustainable development</b></p> <p>This part of the Central Area currently contains a mix of uses that includes a large surface car park as well as residential development and The Royals shopping centre. The area provides the potential to link the town and end of the High Street with the Eastern Esplanade and create improved retail circuits at the bottom of the High Street.</p> <p>Changes to the car park and the quality of walking routes have the potential to enhance the built environment quality in the area. These improvements will make the area more attractive to shoppers and visitors, as well as make it a more attractive place to live. Fewer cars on the streets will help improve the attractiveness of the area for residents and has the potential to deliver improved road safety for existing residents.</p> <p>Re-use of the car park site will ensure the more efficient use of land, with parking moved to an alternative site, reducing traffic in the town centre.</p>																
PA7: Tylers Policy Area Development Principles																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
•	?	-	?	?	?	-	•	?	-	•	-	-	?	•	?	•
<p><b>Sustainability appraisal summary and comment</b></p> <p>The policy sets out the desired changes to the area that would help enhance the built environment quality of this area and make more efficient use of land. There is not a specific re-use for the area detailed in policy, although it does state the need to enhance the area active uses and ground floor will be essential. The development of the Opportunity Site to include a travel centre could also result in the site of the existing Travel Centre being a new open space, with benefits for health of community and possibly biodiversity if delivered.</p> <p>Of particular importance will be bringing built environment and road safety enhancements to Chichester Avenue that currently provides an unattractive link route to the east of the High Street. Also, improved crossing points over Queensway will help improve the connectivity of the area to the wider residential areas to the east.</p> <p>The policy sets out a number of road improvement schemes that may be dependent on the car park being redeveloped, such as creation of 'home-zones' or mixed-mode routes.. This will help make the area more attractive for visitors and residents.</p> <p>Specific schemes have the potential to deliver economic benefits to the area, including expansion of retail units at the south of the High Street. Design will need to be of a high quality to complement the existing area and the importance of the location for attracting visitors and tourists.</p> <p>The intention is to see the area made much more permeable to the public. This change will help enhance connectivity in the area, providing clearer links to the seafront and development proposals as part of the 'Central Seafront' quarter.</p>																

OS6 Tylers																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	?	-	-	?	-	-	?	-	-	●	-	-	-	●	?	●
<p><b>Sustainability appraisal summary and comment</b></p> <p>There is an intention to secure the re-use of the Tylers car park site. However, all car parking would need to be re-provided either on or off site, with implications for the use of other sites.</p> <p>The policy may have benefits for the economy not only from improved built environment quality but also from the provision of new office and retail development.</p>																
<p><b>Recommendations and potential for significant impacts</b></p> <p>The policy should help deliver more sustainable development in this area.</p>																
<p><b>Policy Trail:</b></p> <p>The policy has had some amendments from the previous version. This includes removing the potential of the site for Higher and Further education uses, which may be beneficial in focusing these uses on Elmer Square. Reference has also been removed to specific improvements to St John's churchyard, although general improvements related to the new urban park are included. Specifics relating to flooding have been removed to a generic policy for the area.</p>																
<p><b>Iteration of policy following SA of the draft Preferred Approach:</b></p> <p>The policy has updated to include additional reference to efficient energy supply on site.</p> <p>Additional detail has been included in the policy about the indicative housing yield expected in Policy Area</p>																

### 3.13 Central Seafront

Central Seafront Policy Area																	
<p><b>Policy summaries</b></p> <p>These policies set out the development principles and Opportunity Site development management considerations for the Central Seafront area. There are also specific policies relating to managing the special qualities of the area.</p>																	
<p><b>Relationship of policy with sustainable development</b></p> <p>The central Seafront is one of Southend's major assets. The area makes a significant contribution to the Borough's economy as a prime tourism destination, the character and buildings also give the town its distinctive character. Continued change is necessary in this location to keep Southend as a modern tourist destination for day trippers and with an aim of increasing overnight visitors for leisure and business. Change needs to take place in a way that protects and enhances the best of its historic and new heritage, and redeveloping those areas that have become degraded or were poorly planned.</p> <p>The quality of the Seafront also raises the potential for it draw more people into other parts of the Central Area, such as the High Street and Clifftown, aided by access and public realm improvements in these areas.</p> <p>Development in the Seafront area needs to protect the high quality natural/semi-natural environment. The foreshore areas are internationally designated due to their importance for nature conservation, and this asset must be protected for its own sake and the value it gives the area and attractiveness to tourists.</p>																	
CS1 Central Seafront Policy Area Development Principles																	
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3	
•	?	-	?	•	•	?	•	?	?	?	-	-	?	•	?	•	
<p><b>Sustainability appraisal summary and comment</b></p> <p>The policies address many issues of importance to delivering sustainable development. This includes improving the quality of the built environment, protection heritage and biodiversity, improving non-car access and enhancing the potential for the tourism economy.</p> <p>The policies set out what is anticipated from development in the Central Seafront area. The principles set general aspirations for development, with some generic statements of what is desired from development in the area, and some more specific criteria – such as where new access routes are required and defines development sites.</p> <p>Principles in the policy set positive steps for the future of the area that need to be implemented by the Council or other public / community groups and development partner. This includes increasing links to the 'green-grid', improving the Sustrans Route, ongoing City Beach, as well as with the potential to work with the owners of Adventure Island to increase permeability to the seafront.</p> <p>The policy should have positive effects on the economy through helping encouraging tourism and enhancing the character of the area. The importance of maintaining and enhancing the built environment character is identified through several policy principles, including the importance of sea views and the need for new development to respect local Conservation Areas and Listed Buildings.</p> <p>The importance of the seafront as an open space is also identified and principles put in place to protect it as part of the tourism asset, but also recognising the nature conservation importance and connections to the 'green-grid'.</p> <p>Requirements for consideration of decentralised energy in this location may help in reducing carbon emissions from development. In particular solar or wind energy may be well suited to the location.</p>																	

OS7: Southend Pier																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	-	-	-	●	?	?	●	-	-	-	-	-	-	●	?	●
<p><b>Sustainability comment</b></p> <p>This policy sets the principles for the continued enhancement of the Pier. This is an important feature that characterises the town and is an important tourist attraction.</p> <p>The policy principles set out measures to bring general improvements to the offer for visitors at the Pier, although much will need to be funded through working with partners and private business. The changes proposed are likely to be relatively minor and many may not require planning permission.</p> <p>As the Pier extends into the internationally protected nature conservation areas it is essential that changes do not conflict with their nature conservation objectives. New developments, including minor changes, are likely to require appropriate assessment to demonstrate no significant harm. It is very unlikely that development here would be permitted if harm is identified, as it will not fit the 'overriding' need criteria.</p>																
OS8: Seaway Car Park and Marine Parade																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
?	?	?	●	●	?	?	●	-	?	-	-	-	-	●	?	●
<p><b>Sustainability comment</b></p> <p>This site links well with The Royals, High Street and Tylers Avenue area to the north. There is significant potential for redevelopment of this site to be a major asset for tourism in the town. It should also help ensure the good use of land and contribute to improved connectivity between the seafront and the rest of the Central Area.</p> <p>As set out in the policy, the redevelopment has great potential to make use of the elevation and the views available of the seafront in this area to encourage visitors to walk up through the site and onward linking to the High Street.</p> <p>The policy makes clear that proposed development should be mixed-use, this can include residential so long as it is part of a scheme that contributes to the visitor economy and cultural value of the area,</p> <p>New buildings on the site, especially new tall buildings, will be highly visible and therefore it essential that they are delivered of a high visual quality and to provide a legacy building for the future. The policy stipulates a 'palette of good quality materials' and this will support sustainability objectives relating to a good quality built environment.</p> <p>The measures proposed in the policy are likely to increase pedestrian movements in this area. This will have benefits as part of a strategy to reduce car use and also is an important part of encouraging more healthy lifestyles. North south pedestrian links will help improve access from the seafront to the town centre and encourage more visitors to move between the two, with benefits for the wider town centre.</p> <p>New open space will also benefit the area especially if it has good access to the residential neighbourhoods to the north.</p> <p>Consideration should be given to the above issues in the preparation of the design brief for this site, as required through policy.</p>																
OS9 New Southend Museum																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
?	-	●	?	●	?	?	●	-	-	-	-	-	?	●	●	●
<p><b>Sustainability comment</b></p> <p>A new museum of high architectural quality could have benefits for the whole of the Borough through increasing visitors to the town. Any building would need to be of exemplary quality, both in its design and with the potential to also in sustainability construction, as is set out in policy. The policy also includes the</p>																

importance of high quality new planting in the area to support biodiversity, although it may be beneficial to include the importance of providing flowering and fruiting species to enhance the nature conservation value, not only native species.

#### OS10 Woodgrange Drive (Kursaal) Estate

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	●	-	?	●	?	-	●	-	-	-	-	-	-	-	-	-

#### Sustainability comment

There is one redevelopment site identified in the area and this is the Woodgrange Drive (Kursaal) Estate. This is a general policy that seeks the improvement of the area, which could have benefits for the community, built environment and sustainable use of resources. However, there is no implementation plan yet in place so at the present time achieving these objectives may be a longer term aspiration.

The requirement for a design brief could help ensure the delivery of this area in a coordinated way.

#### Recommendations and potential for significant impacts

This policy should have a largely beneficial impact on securing sustainable development in the Central Seafront.

The policy sets out measures to enhance the visitor economy through public realm, built environment and connectivity improvements in this part of the Central Area. This includes policy for improved visitor provision through the development of new museum and improvements to the pier. The Seaway Car Park and Marine Parade improvements also have the potential to significantly improve this area and policy.

#### Policy Trail

The policy has undergone some changes from previous versions. In particular the principles were formerly part of several distinct and this unified approach much improves the clarity of the message on what Central Seafront development should look like.

Previously, the policy set a requirement of a 'visual appraisal' of all development in this area, which is no longer specified. However, the importance of views is identified in policy and therefore where suitable it will still be necessary for development to show how this has been taken into account in planning applications.

There are no longer specific policies covering the Eastern and Western Esplanades, this change is unlikely to result in a notable change in sustainability effects, although they did add some detail on how development should be delivered in these areas.

Flooding issues are now covered through the generic SCAAP flooding policy.

#### Iteration of policy following SA of the draft Preferred Approach:

The policy CS1 has been updated to include additional reference to urban greening and planting and efficient energy supply.

To aid implementation OS8 Seaway Car Park now refers to the need for a development brief to be prepared for the area. The importance of urban greening is also included in criteria for this Policy Area, as well as the need for development to take advantage of the changing levels over this site.

More detail has been added to the OS9 New Southend Museum about the importance of delivering landscaping that can add to the biodiversity of this area.

The need for a development brief to be prepared for OS10 Kursaal Estate has now been added to the policy.

Additional detail has been included in the policy about the indicative housing yield expected in Policy Area

## CS2: Nature Conservation and Biodiversity

### Policy summary

The policy sets the criteria that will be used to make sure development in the Central Seafront does not harm the nature conservation assets in the area.

### Relationship of policy with sustainable development

Protecting the nature conservation value will have benefits for biodiversity as well as helping protect the visual character of the area.

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	-	?	-	-	●	?	-	-	-	-	-	-	-	-	-	?

### Sustainability appraisal summary and comment

The policy should help in protecting the high quality nature conservation assets in this area, identifying those locations where greening is particularly important and supported by the policies map.

The policy allows for new development that would aid people's understanding of the nature conservation value of the area. Improved understanding can help in protecting the area and aid visitors' recognition of how they can help avoid adverse impacts – although all development will need to be subject to assessment and the same tests apply.

### Recommendations and potential for significant impacts

The policy is compatible with sustainable development and the need to protect the high quality nature conservation assets of the area.

The policy repeats some aspects of national policy and the Habitats Regulations and this may be unnecessary.

### Policy Trail:

No significant changes.

### Iteration of policy following SA of the draft Preferred Approach:

Some clarification to the policy was provided to help differentiate between the different types of designation and the level of protection that should be given to each.

### CS3: The Waterfront

#### Policy summary

The policy sets the criteria for developing the waterfront area and the mix of uses that need to be accommodated.

#### Relationship of policy with sustainable development

The Waterfront is a prime asset for residents and visitors to Southend on Sea, with the need to protect built and natural assets in the area from harm.

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	-	-	-	?	●	-	?	-	-	-	-	-	-	?	-	?

#### Sustainability comment

The waterfront area is a community and economic asset for Southend, although it also is internationally important for its nature conservation value. Enhancing the quality of the public realm and peoples' enjoyment of the area can have substantial sustainability benefits for the town. There is much in this policy that should help improve the area, including development of allocated sites and other programmes that will need to be implemented alongside development.

Development must ensure it does not harm the biodiversity assets of the foreshore, as set out in the policy. Especially where development gives rise to an increase in visitor pressure in this area, for example new jetties and slipways.

#### Recommendations and potential for significant impacts

This policy should help to achieve more sustainable development in the waterfront area.

Much of this policy will be reliant on the plans and strategies of other parts of the Council and other groups and organisations. For instance through new tourism strategies for the area and investment by private businesses.

#### Policy Trail:

The policy has had minor amendments to remove duplication with other policies.

#### Iteration of policy following SA of the draft Preferred Approach:

No change.

### 3.15 The Victoria Gateway Neighbourhood

#### Victoria Gateway Neighbourhood

##### Policy summaries

This policy addresses the redevelopment potential of the 'Victoria' Gateway. Proposals include a substantial mixed use redevelopment site along Victoria Avenue, a new use for the football ground and the smaller water board site.

##### Relationship of policy with sustainable development

There is a substantial potential for comprehensive redevelopment of this part of the town. Redevelopment will make better use of the limited available land resources in the Borough and can help create a new sustainable mixed use community. There is potential for a new sustainable residential neighbourhood with good links to the town centre, as well as good public transport access to a wider area. New development should also continue to promote the establishment of good pedestrian and cycle links to the town centre through enhancing Victoria Avenue.

Development will also help bring improvements to the built environment by removing poor quality office space, some of which is long-term vacant and is disrepair.

As part of making new communities it will be important to ensure there are good access and sufficient capacity in accessible community facilities as set out in policy.

New development in this area has the potential to enhance the historic heritage value of the Prittlewell conservation area, which has become degraded in some parts. Other heritage should be protected such as the brick built buildings of the water board.

##### Policy PA9: Victoria Gateway Neighbourhood Development Principles

SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	?	?	-	?	?	?	●	?	-	●	-	-	?	●	●	●

##### Sustainability comment

The policy contains many principles that should have beneficial effects for sustainable development. There are specific proposals to bring enhancements to the built and historic environment, such as redevelopment of the water board and stadium sites.

The policy also contains provisions to improve the transport and travel access through the area, including making use of Victoria Avenue as a transport corridor and improve pedestrian and cycle links.

The role of new open space in this area to help mitigate visitor pressure on the foreshore is referred to in policy, including links with the 'green-grid', this should have a positive relationship with sustainable development objectives relating to biodiversity.

The policy includes the need to deliver more community facilities in the area, with examples of the suitable types set out in policy.

As well providing employment as part of the neighbourhood redevelopment in this location could have benefits to the provision of new modern offices in other parts of the centre. This may be achieved by removing a poor quality office stock that hinders the office development market.

<b>OS11: Victoria Avenue Office Site</b>																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
•	•	?	•	•	?	-	•	?	?	•	-	?	?	•	•	•
<b>Sustainability Comment</b>																
<p>This is an area allocated for comprehensive renewal. A design brief prepared for the area would help to ensure that it is delivered in a coordinated way.</p> <p>There are many aspects of the delivery of the site that are compatible with sustainable development. Redevelopment will see this area of under-occupied land in central Southend bought back into use. In Southend making the most of available land is essential as the urbanised area almost reaches Borough boundaries in all directions. The main aim is to create a more sustainable community in this area, integrating residential, offices, community facilities and open space.</p> <p>At the moment planning applications appear to be more incremental than comprehensive, which raises the risk of disjointed development that does not achieve the improvements needed for the area and loses opportunities for sustainable development. To help overcome this consideration could be given to implementing measures that remove permitted development rights for the area, which allow change of use from office to residential. This could stop the piecemeal conversion and allow a more considered policy led approach to the form and type of development, which is needed to help deliver development as a cohesive whole with a joined up approach to issues such as open space and visual appearance.</p> <p>There is a need to ensure that the supply of office space in Southend, particular in the central area meets demand. The central area is a more sustainable location for this type of high trip generating use, as more commuting trips can be made by sustainable transport modes. Peripheral office development and business parks are much more likely to increase car use and congestion on local roads, as many employees will be reliant on driving to work due to lack of public transport services and further distances to walk or cycle.</p>																
<b>OS12: Former Essex and Suffolk Water Board Site</b>																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
-	-	-	-	?	-	-	?	-	-	-	-	-	-	•	•	•
<b>Sustainability Commentary</b>																
<p>This is a small development site that is allocated for cultural facilities and creative uses and some residential use. This type of reuse of the site will have economic benefits for the area and could provide a community resource. The policy requires that development capitalises on merits of the existing building that will protect this heritage resource. This is a growth sector in central Southend and therefore the policy should support economic objectives.</p>																
<b>OS13: Roots Hall Football Ground and Environs</b>																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
?	•	-	?	?	?	-	?	-	-	-	-	-	-	?	?	?
<b>Sustainability Commentary</b>																
<p>The site has planning permission. However, development proposals for this site are reliant on a new site being secured for the football ground. New uses for the site area likely to include housing and associated open space, new foodstore (possible to the relocation of Sainsbury's from London Road), changed access and landscaping.</p> <p>Redevelopment has the potential to help meet the Borough's housing needs as well as changed road access to help pedestrian safety.</p>																
<b>Recommendations and potential for significant impacts</b>																
<p>The policy should help deliver more sustainable development in this area.</p> <p>The identification for OS12 as a site where cultural and creative industries in Southend is welcomed in</p>																

supporting this growing element of Southend's economy that has its focus in the Central Area.

The policy could specify the type of priority route is being promoted through the policy linking the Central Airport with the Southend. For sustainability benefits this should relate to sustainable transport, including bus priority.

Consideration could be given, in policy or through other mechanisms, to removing permitted development rights at Victoria Avenue to prevent piecemeal change of use undermining a policy led approach to sustainable regeneration.

### **Policy Trail**

The policy principles relating to the area has had some iteration to reduce duplication with other parts of the SCAAP. The policy includes a new principle relating to energy efficiency and decentralised supply. The archaeological potential of the site is also recognised in the revised policy.

OS11 has undergone a simplification and removal of some elements that may have had additional beneficial sustainability benefits. For example, there is no commitment to prepare a Supplementary Planning Document for the area and no new school is included as part of the site.

### **Iteration of policy following SA of the draft Preferred Approach:**

The policy has included some important updates and clarifications. These include the need for a comprehensive guide as part of a development brief for the OS11 Victoria Avenue site to ensure coordinated delivery. Other changes clarify that the housing mix must meet requirements of the Development Plan Document, examples of the type of community facilities that could be delivered and the need to ensure that urban greening is incorporated into the 'green-grid' for the wider area.

Additional detail has been included in the policy about existing planning permissions and the indicative housing yield expected in Policy Area to provide a better understanding of anticipated growth and change in this area over the plan period.

### 3.17 Sutton Gateway Neighbourhood Policy Area

Sutton Gateway Neighbourhood																
<p><b>Policy summaries</b></p> <p>This policy addresses the redevelopment potential of the Sutton Gateway Neighbourhood, currently mix use area including a substantial residential area as well as large employment areas. The proposal site is an area of low quality commercial buildings, including sites with planning permission for redevelopment.</p>																
<p><b>Relationship of policy with sustainable development</b></p> <p>This is one of the 'gateway' neighbourhoods to Southend Central Area. The area contains a mix of uses that do not necessarily work well together and have resulted in a degraded townscape.</p> <p>There are opportunities through the upgrading of some sites to help improve the overall quality of this gateway neighbourhood. This will involve making sure the economic and residential uses do not conflict, yet retaining both these uses in the area.</p> <p>There is also the potential to help overcome the access barriers to the town centre. This will help the residential areas in the gateway feel more part of Southend's centre, as currently the area is cut-off to the west and south by the railway line and road respectively.</p>																
PA9: Sutton Gateway Neighbourhood Policy Area Development Principles																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
●	●	?	-	?	?	-	?	-	-	-	-	-	-	?	-	?
<p><b>Sustainability appraisal summary and comment</b></p> <p>The policy sets out succinctly the principles that will guide the redevelopment of the area. The majority of changes related to the three allocated sites as well that need to improve access through the area, including changes to Sutton Road and safe walking and cycling routes along Short Street to Queensway.</p> <p>The site will also need to accommodate some addition open space and this is likely to be in the north of the area at the Sutton Road proposal site and could considerably the local environment quality.</p>																
OS14: Sutton Road																
SP1	SP2	SP3	SP4	SP5	EP1	EP2	EP3	NR1	NR2	NR3	NR4	NR5	NR6	EG1	EG2	EG3
?	●	-	-	?	●	-	●	-	-	●	-	-	-	?	?	?
<p><b>Sustainability appraisal summary and comment</b></p> <p>This is a linear allocation that covers the business and industrial units facing onto Sutton Road. Many of these units are dilapidated and / or vacant. The units face onto a largely residential neighbourhood and many of the buildings on the opposite side of the road contain shops.</p> <p>The policy promotes redevelopment of this area for housing. This will involve the loss of existing employment use, although Employment Land Review has shown that this is surplus to current needs in the Borough, and its loss will not result in the overall loss of jobs.</p> <p>There is the possibility that redevelopment may result in the loss of some local services in the immediate area.</p> <p>New housing should respect the context of the area and actively engage with properties on the opposite side of the road. However, new development could be of a higher quality than some of the more recent nearby development as a way of enhancing the built environment character.</p> <p>New open space in this location could make up for a general shortfall in this quarter of the town.</p> <p>The delivery of this site as a unified whole could be improved through the development of a masterplan or development brief.</p>																

**Recommendations and potential for significant impacts**

The policy should help deliver more sustainable development in this area.

Any loss of existing employment land should ensure that this will not result in a loss of locally accessible jobs for the resident workforce of the Borough. Similarly, prior to development any economic uses that need a central location should have had suitable new premises secured. The Sutton Road site could include development of new small scale business premises.

As set out in policy the greening of this site could achieve benefits for biodiversity.

Development Briefs will help to ensure development at each of these locations is developed in a co-ordinated and cohesive way, making the most of opportunities for sustainable development.

There could be an inclusion in the development principles to deliver new green open space, as they may have greater benefit for nature conservation and reducing urban heating effects than hard landscaped areas.

**Policy Trail:**

The policies have been amended to remove the former B&Q site, as this site is now in full use, although the potential for development here is retained in the policy. The Short Street car park site and the Coleman Road site are now part of the Queensway Policy Area as they provide a better with that area. The policy includes a principle for energy efficiency and potential for decentralised supply.

**Iteration of policy following SA of the draft Preferred Approach:**

The policy has been updated to include additional details of urban greening and planting and links to the 'green-grid' for the wider area.

Additional detail has been included in the policy about existing planning permissions and the indicative housing yield expected in Policy Area to provide a better understanding of anticipated growth and change in this area over the plan period.

## **Appendix E Meeting the requirements of the Strategic Environmental Assessment Regulations**



## Meeting the requirements of the Strategic Environmental Assessment Regulations

In order to satisfy the Strategic Environmental Assessment Regulations it is necessary for the SA report to fulfil certain requirements. Table 1 shows how these requirements are being met through this SA report, both as part of the main text and thorough appendices. For further detail on some matters, such as the full baseline, the SA reports from other parts of the LDF and original scoping will also provide a useful resource.

**Table 1: Requirements of the SEA Regulations and how they are met through the SA report**

<b>SEA Requirements</b>	<b>Covered in the SA report at:</b>
a) An outline of the contents, main objectives of the plan or programme and relationships with other relevant plans and programmes.	<b>Section 2 Appendix A</b>
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme	<b>Section 2 Appendix A LDF Scoping Report</b>
c) The environmental characteristics of areas likely to be significantly affected.	<b>Section 4 Appendix D</b>
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC.	<b>Section 2 Appendix A</b>
e) The environmental protection objectives, established at international, community or national level which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation.	<b>Appendix A</b>
f) The likely significant effects on the environment, including on issues such as: biodiversity; population; human health; fauna; flora; soil; water; air; climatic factors; material assets; cultural heritage, including architectural and archaeological heritage; landscape; and the interrelationship between the above factors. These effects should include secondary, cumulative, synergistic, short, medium and long term, permanent and temporary, positive and negative	<b>Section 4 Appendix D</b>
g) The measures envisaged to prevent, reduce and, as fully as possible, offset any significant adverse effects on the environment of implementing the plan or programme.	<b>Section 4 Appendix D</b>
h) An outline of the reasons for selecting the alternatives dealt with and a description of how the assessment was undertaken, including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information.	<b>Section 3 (SA report on Issues and Options, March 2010) Appendix B Appendix D</b>
i) A description of measures envisaged concerning monitoring in accordance with Article 10.	<b>Section 5</b>
j) A non-technical summary of the information provided under the above headings.	<b>Non-technical summary</b>