

2. Wider Policy Context

Published and emerging plans and studies for Thames Gateway South Essex all recognise that transport will play a vital role in planning for sustainable communities and economic regeneration and growth in Southend as part of the Thames Gateway South Essex area. Improvements in the provision of transport infrastructure and accessibility must be a precondition for achieving such regeneration and growth if a sustainable approach is to be achieved.

Present Circumstances

Southend is one of the five authorities forming the Thames Gateway South Essex (TGSE) sub-region. Overall this forms the largest urban area in the East of England region. TGSE is part of the Thames Gateway area, the Government's national priority for regeneration and growth, which extends into London and the South East regions.

Located within 40 miles of central London, Southend's transport network is focussed on a major east-west corridor of movement by rail (London Liverpool Street to Southend Victoria - 'One' Rail and London Fenchurch Street to Shoeburyness - c2c Rail) and road (A127/A1159 and A13). Southend is a sub-regional centre for employment and retail provision serving a catchment population of over 325,000 people. It contributes to the regional economy by providing over 63,000 jobs and is the location of approximately 5,000 companies. It is also a major culture and leisure resort attracting over 6.1 million day visitors each year, 70% of which travel from areas within northeast and southeast London, predominantly along the A13 corridor.

The Borough has an average unemployment rate of 3.1% (January 2006) compared to a rate of 1.9% across the East of England region. The seven wards within EU Objective 2 status have an average unemployment rate of 3.6%, contributing to over a half of the unemployment in Southend. The gap between unemployment in Southend and that nationally is closing, reflecting the regeneration initiatives currently underway and the successes of LTP1. Critical to continuing this trend will be the contribution that quality transport planning offers to improving accessibility to jobs and services.

Southend has been identified as the TGSE's cultural and intellectual hub and higher education centre of excellence. The expansion of London Southend Airport and the University of Essex together with the South Essex College will provide unique opportunities to enhance heritage, tourism and higher education facilities serving the whole of TGSE. Efficient links to and within Southend are critical to this vision and unlocking the additional development areas identified in the draft East of England Plan to provide 13,000 additional jobs and 6,000 additional dwellings by 2021.

Currently increasing congestion and lack of accessibility to parts of the TGSE and Southend for education, health and employment purposes form barriers to the movement of people and goods, particularly to and from Shoeburyness, seafront areas and the airport. These issues have been highlighted in the recent London to Southend Movement Study (LOTS)

London to Southend Movement Study (LOTS - March 2004)

In approving Regional Planning Guidance for South-East England (RPG 9, March 2001), the Government identified the need for transport studies in addition to a number of multi-modal transportation studies in the Region. One of these was improved transport links in the Thames Gateway between London and Southend (RPG 9, paragraph 9.36).

Table 2.1 Key Characteristics of Southend

	Characteristics	Related Policy and Survey Documents/ Comments
Local Government	<ul style="list-style-type: none"> Densely developed urban area Unitary Authority responsible for land use planning and transport/highway matters Serves sub-region of South Essex comprising Southend Borough, Rochford District and Castle Point Borough 	<p>No Parish Councils</p> <p>Local Development Framework (land use planning) - Draft Core Strategy 2001 - 2021 (January 2006)</p> <p>Local Transport Plan - LTP1 2000 -2006 (July 2000) and LTP2 2006 - 2011 (March 2006)</p> <p>Corporate Plan 2005-2008</p>
Population	<ul style="list-style-type: none"> 160,000 residents catchment population of 325,000 	Mid year population estimates 2004
Economy	<ul style="list-style-type: none"> 63,000 jobs with some 5,000 companies unemployment rate of 3.1% (January 2006) 6.1 million day visitors per year regional office, shopping, leisure and cultural centre 	<p>East of England average 1.9%</p> <p>Second most popular day resort in UK</p>
Connections	<ul style="list-style-type: none"> major east-west transport corridor to London (40 miles), comprising: <ul style="list-style-type: none"> two key strategic highway corridors A13 and A127/A1159 two railway lines London Fenchurch Street to Shoeburyness (c2c Rail) and London Liverpool Street to Southend Victoria (One Rail) River Thames corridor 9 railway stations serving Southend. Further station planned at London Southend Regional Airport Two key bus operators - Arriva and Thamesway London Southend Regional Airport - Identified in Government Aviation White Paper (December 2003) as having long term potential to cater for 2 million passengers per annum. 	<p>No Trunk Roads</p> <p>Draft East of England Plan(RSS 14) EERA, December 2004) A127/A1159 and A13 part of Strategic Network (Policy T7)</p> <p>Rail lines - Part of Trans European Transport Network (TEN-T)</p> <p>Draft East of England Plan Southend identified as Regional Interchange Centre (Policy T2)</p> <p>London Southend Airport Masterplan - Regional Airports Limited (July 2005) - planned growth to role as small regional airport</p>
Main Transport Problems	<ul style="list-style-type: none"> Congestion on highway corridors causing delays and affecting local economy Key sections operating at or close to capacity Regeneration opportunities inhibited due to poor access Significant in and out commuting principally by car 	<p>London to Southend Movement Study (LOTS) Hyder Consulting for Thames Gateway South Essex Partners (May 2004) - study recommended by RPG 9. Study identifies need for 'step change' in transport infrastructure provision</p>
Regeneration	<ul style="list-style-type: none"> part of Thames Gateway - National and Regional Priority for regeneration and growth identified as 'cultural and intellectual hub and a higher education centre of excellence' 	<p>Regional Planning Guidance for the South East (RPG 9) March 2001</p> <p>Creating Sustainable Communities: Making it Happen:Thames Gateway and the Growth Areas - ODPM 2003</p> <p>Draft East of England Plan</p>
Planned Growth	<ul style="list-style-type: none"> jobs led growth to reduce imbalance between workers and local jobs 13,000 additional jobs by 2021 6,000 additional dwellings by 2021 	<p>Draft East of England Plan (Policies TGSE2 and TGSE 6)</p>
Delivery Vehicles	<ul style="list-style-type: none"> Thames Gateway South Essex (TGSE) Transportation Delivery Board (Thurrock, Southend and Essex) 'Renaissance Southend' - Urban Regeneration Company 	<p>TGSE Business Plan for Transport (November 2005)</p> <p>URC Business Plan 2005 - 2008</p>

Hyder Consulting (UK) Limited were commissioned in May 2003 by the TGSE Partnership to carry out the LOTS Study to identify the key components that will be required to develop a transport strategy for the TGSE area.

The main findings of LOTS can be summarised as follows:

- Significant parts of the existing road and rail infrastructure are already at capacity;
- If current travel patterns continue, the existing road and public transport networks have insufficient capacity to cater for any substantial growth;
- To retain the existing infrastructure and cater for substantial growth, a significant modal shift would be required from the car to public transport up to 50%.

Having regard to these findings the LOTS Study identifies the need for;

- A '**step change**' in transportation provision;
- A combination of highway and public infrastructure improvements;
- Complementary land use planning and transport policies;
- A programme of investment to 2021 in the region of £1.6 billion (this programme does not include potential improvements required for a fully developed container port at Shell Haven or a Lower Thames Crossing).

Although the scale of this investment is large, LOTS identifies that the consequences of not providing for these changes will be:

- The likelihood of regeneration or new development occurring in TGSE will be small; and
- The objectives of the Government's Sustainable Communities Plan will not be met.

Southend Borough Council with its TGSE Partners has worked hard since the publication of the LOTS findings to put into place the necessary process and delivery mechanisms to achieve such a 'step change'. This includes the establishment of the TGSE Transportation Delivery Board, the development of an agreed strategy and the prioritisation of schemes in liaison with Regional partners. Considerable work has also been pursued to secure European and other funding sources and to ensure transportation and land use planning are fully integrated.

The European Context

Trans European Networks

The railway lines linking Shoeburyness/Southend Central to London Fenchurch Street and Southend Victoria to London Liverpool Street are part of the Trans-European Transport Network (TEN-T). TEN-T is a key element in the creation of the Internal Market and the reinforcement of economic and social cohesion throughout the European Community. Southend's LTP2 will need to contribute to the TEN-T programme of integrating strategic land, sea and air transport infrastructures and networks across Europe.

European Programmes

The Borough Council successfully secured Objective 2⁴ and Interreg iiib⁵ funding for projects to support its LTP1 transport strategy and wider objectives and will take every opportunity to seek European funding for future projects.

⁴ The European *Objective 2* Programme provides financial assistance towards projects aimed at promoting the economic regeneration of targeted areas. These areas include central Southend and parts of east Southend.

⁵ *Interreg iiib* is a European Community Initiative to stimulate trans-national co-operation in the development of sustainable projects.

- **Objective 2:** Including the Sshape⁶ project improvements to the High Street pedestrian area and linkages via Pier Hill to the seafront; and Hamlet Court Road shopping area improvements – completed;
- **Interreg iiib North Sea Region:** ‘SUSTACCESS’ project is a trans-national project involving a partnership approach with countries in northern Europe to explore and deliver a number of different approaches to improving accessibility in a sustainable way. In Southend the project involves the integration of Southend Victoria Station with its hinterland, the town centre and the seafront; and
- **Interreg iiib North West Europe:** Exploratory talks with partners in response to targeted call for proposals for Priority 1 and 5 projects. Initial interest centred on Southend’s proposed passenger hovercraft service – ongoing.

The future of Interreg funding is currently under review and Southend will be exploring funding opportunities as part of this and building upon considerable experience in this area, particularly in relation to the sharing of transnational experience and best practise.

The National Context

Shared Priorities

In July 2002, the Government and the Local Government Association (LGA) agreed 7 shared priorities for local Government, these include:

- **Education** - raising standards across our schools;
- **Children and Young People** - improving the quality of life of children, young people, families at risk and older people;
- **Promoting Healthier Communities** - promoting healthier communities by targeting key local services, such as health and housing;
- **Safer Communities** - creating safer and stronger communities;
- **Environment** - transforming our local environment;
- **Transport** - meeting transport needs more effectively; and
- **Economic** - promoting the economic vitality of localities.

The Government’s Shared Priority for transport has been further identified as:

- reducing the problems of **congestion**;
- improving **accessibility** and public transport;
- improving **safety** for all travellers;
- protect of the environment; including improving **air quality**.

In addition, Local Transport Plans are expected to deliver the following cross-cutting Quality of Life priorities: quality of public spaces and better streetscapes; landscape and biodiversity; community safety, personal security and crime; healthy communities; sustainable and prosperous communities; noise and climate change.

To ensure a co-ordinated approach to public service delivery the aim of delivering the shared priorities has been placed at the heart of LTP2. The Shared Priorities are therefore fully embedded within Southend’s Vision and Objectives for LTP2. Chapters 6 to 9 identify how the priorities are relevant to Southend, and set out the strategies for addressing the relevant elements of the transport priorities and how they will be delivered. Quality of Life priorities addressed by the LTP strategies are also identified in each of Section 6 to 9.

^{6 6} SSHAPE - Southend Seafront, High Street and Pier Enhancement
Southend on Sea Local Transport Plan 2006 to 2011

The Future of Transport

In July 2004, the Government published its overall transport strategy, 'The Future of Transport', which takes forward the strategy originally set out in the Ten Year Plan for Transport published in 2000. The aim of the strategy is to ensure that society can benefit from greater mobility and access, while minimising the impact on other people and the environment, now and in the future.

The LTP2 recognises that delivery of the overall strategy and its objectives relating to safety, air quality, and the quality of local transport systems depend, in large part, on the delivery of transport through the LTP process.

The Aviation White Paper

London Southend Airport was confirmed in The Aviation White Paper⁷, published in 2003, as a second tier airport having considerable scope to meet demand for air services and will contribute to regional economic development through the creation of additional employment. For example the development of vocational/engineering courses run in conjunction with the college will connect skills with the focus of Southend as an educational hub. There are proposals for a new rail station at the airport on the Southend Victoria to London Liverpool Street line, which will provide for an interchange serving both bus and rail linking with the town centre and seafront. The White Paper's conclusions of particular relevance to London Southend Airport are:

- support in principle for the substantial growth of Southend subject to relevant environmental considerations;
- recognition of the important role that small airports have to play in the South East, meeting local demand and relieving the pressure on the main airports;
- recognising that Regional and Local Planning Frameworks should take account of the benefits which development at smaller airports could provide and consider policies which facilitate the delivery of growth; and
- the continuing encouragement of business aviation services.

Chapter's 5, 6 and 7 outline how the LTP strategy, supported by strategies for tackling congestion and delivering accessibility, will improve access to the airport through linkage to the proposed new railway station and highway improvements on the A127/A1159, the extension of the A13 Passenger Transport Corridor and further development of the town centre interchange.

The Sustainable Communities Plan

The Government's Community Plan, 'Sustainable Communities: Building for the Future' produced a national action programme setting out how the Government intends to achieve sustainable communities. It also highlights the need to tackle the housing shortage in London and the South East and reaffirmed Thames Gateway as an area of major economic and housing potential that will play a key part in delivering sustainable growth. The draft Regional Spatial Strategy for the East of England sets out the policies for the Thames Gateway in more detail.

Thames Gateway South Essex (TGSE) offers an exciting opportunity to transform one of the key regeneration and growth areas in the UK into a top location for people to live, work and visit. At the heart of this transformation is the need for a major investment programme in transport infrastructure and services in order to improve choice for businesses and the local community to support regeneration. There is common agreement within the community that transport is essential to unlocking these opportunities, but the challenge will be to develop the growth in a sustainable way whilst at the same time improving the economic prosperity of the area and protecting the environment.

⁷ The Aviation White Paper, *The Future of Air Transport*, The Department for Transport, December 2003.
Southend on Sea Local Transport Plan 2006 to 2011

The transport strategy that has been developed for Southend forms an integral part of the wider strategy developed for TGSE by the Transport and Infrastructure Working Group now to be taken forward as the new Transportation Board covering the whole of the TGSE area.

Further parts of this section deal with the TGSE regional and sub-regional context.

The Traffic Management Act

The Traffic Management Act (TMA) 2004 received Royal Assent in July 2004. It provides the basis for improving the conditions for all road users through the proactive management on the national and local road network (to reduce congestion).

From January 2005, under the TMA, all local Traffic Authorities are required to undertake the Network Management Duty (as defined under Part 2 of the TMA and in supplementary DfT Guidance: Network Management Duty Guidance dated November 2004).

There are clear synergies between the overall aims of the TMA and the shared priority of reducing congestion. The Network Management Duty (NMD) requires a holistic approach to the management of the road network, and as a unitary authority the Council has assigned operation of the new duties to the Technical and Environmental Services Department that also enables close integration of land use as well as transportation functions, as discussed in Chapter 6.

The strategies for Network Management and Intelligent Transport Systems (Chapter 6) outline the measures and policies for maintaining, managing and improving the operating environment for both public and private transport vehicles.

Air Quality Management Act

Under Part IV of the Environment Act 1995 local authorities have a duty to carry out reviews of local air quality based on the targets in the National Air Quality Strategy which sets health based objectives for nine air pollutants and two for the protection of ecosystems. Out of the eleven objectives local authorities have a duty to review and assess local air quality against seven pollutants specified.

Where it is found that the objective level for one or more of the pollutants listed is unlikely to be met by the due date, local authorities must declare an Air Quality Management Area (AQMA) and prepare an Action Plan setting out proposals to tackle the problem. Currently no Air Quality Management Areas exist in Southend. The strategy for Better Air Quality is outlined in Section 9.

Rights of Way Improvement Plan

The Council has a duty under the Countryside and Rights of Way Act 2000 requires local authorities to prepare, publish, assess and review a Rights of Way Improvement Plan (ROWIP). This is set out further in the chapter "Delivering Accessibility"

The Regional Context

Regional Spatial Strategy (RSS14)

The **Draft Regional Spatial Strategy**⁸ (RSS14), 'The East of England Plan', sets out a strategy to guide planning and development to the year 2021. By this date 43,800 additional dwellings and 55,000 new jobs are to be created in the TGSE area to meet the Governments Sustainable Communities Plan targets. To guide this, a vision has been developed:

⁸ Draft revision to the Regional Spatial Strategy for the East of England (RSS14), *The "East of England Plan"*, East of England Regional Assembly (December 2004).

Southend on Sea Local Transport Plan 2006 to 2011

"To sustain and improve the quality of life for all people who live in, work in, or visit the region, by developing a more sustainable, prosperous and outward-looking region, while respecting its diversity and enhancing its assets."

The draft strategy was open to consultation until March 2005 and an Examination in Public (EIP) was held in February 2006. LTP2 has been prepared in the context of the draft Plan and will be reviewed if any significant changes arise from the EIP.

The draft RSS (building on approved Regional Planning Guidance 9 for South - East England – March 2001) reaffirms the importance of the Thames Gateway as a national and regional priority for regeneration.

It also identifies the need to:

- focus growth and change in key urban centres identified within the Government's Sustainable Communities Plan including Southend, Basildon and Thurrock within this LPT area;
- recognise the strong relationship and impact of London's 'world city' role in this area;
- foster and develop European and inter-regional links by identifying a strategic road and rail network; and
- focus significantly enhanced levels of public transport service provision on a number of 'Regional Interchange Centres', including Southend.

The Draft RSS is being delivered through various related policy documents, including:

- the **Regional Transport Strategy (RTS)**;
- the **Regional Economic Strategy (RES)**;
- the **Thames Gateway South Essex Sub-Regional Strategy**; and
- generic policies covering a full range of sustainability and sustainable communities issues.

The Policy Alignment Matrix in Appendix A illustrates how the various elements of the strategy will help deliver the regional agenda. The Policy Framework diagram in **Figure 2.1** illustrates the relationship between the Local Transport Plan and relevant policies and strategies.



Regional Transport Strategy (RTS)

The Regional Transport Strategy (RTS) identifies the following objectives, to ensure delivery of the Regional Spatial Strategy:

- improve opportunities for all to access jobs, services and leisure/tourist facilities;
- enable infrastructure programmes and transport service provision to support both existing development (addressing problems of congestion) and that proposed in the spatial strategy (economic regeneration needs and further housing growth);
- reduce the need to travel;
- reduce the transport intensity of economic activity, including freight;
- minimise the environmental impact of transport provision and travel, protecting and enhancing the natural, built and historic environment; and
- improve safety and security.

The following RTS policies are of most significance to Southend:

- **Policy T2** - public transport provision and regional interchange centres - significantly enhanced levels of public transport service provision to, from and within the Regional Interchange Centres (including Southend, Thurrock and Basildon) and creation of seamless journeys;
- **Policy T5** – airports – access to the region’s airports, particularly by rail and bus/coach, will be managed and enhanced to support development as it is approved and enable the airports to contribute to national and regional objectives in relation to economic growth, regeneration and sustainable transport;
- **Policy T6** - strategic network hierarchy, Policy T7 - strategic public transport services, and
- **Policy T8** - maintenance and management of the strategic road network, all of which seek to focus investment, maintenance and management priorities on the identified strategic road and rail network. In Southend this includes the A127/A1159 freight route and both rail lines to London.
- **Policy T10** - sub-regional transport - requires infrastructure programmes, transport service provision and management to support existing development and that proposed in the spatial strategy with a particular focus on: Growth areas; Priority Regeneration Areas; Sustaining rural communities.

Regional Economic Strategy (RES) – A Shared Vision

The Regional Economic Strategy (November 2004) identifies 8 goals and related priorities for the region. These highlight elements from the other regional strategies, including the Regional Transport Strategy, which are of particular significance for the region’s economy.

Goal 1: A skills base that can support a world-class economy.

Goal 2: Growing competitiveness, productivity and entrepreneurship.

Goal 3: Global leadership in developing and realising innovation science, technology and research.

Goal 4: High quality places to live, work and visit – This includes a specific priority to ensuring the provision of social and transport infrastructure.

Goal 5: Social inclusion and broad participation in the regional economy.

Goal 6: Making the most from the development of international gateways and national and regional transport corridors – This includes the following priorities:

Taking advantage of the opportunities from sustainable airport expansion in the region;

Making the most of our gateways to the sea;

Promoting the delivery of strategic road, rail and other public transport priorities for the region;

Ensuring that transport solutions serve economic growth in a sustainable manner;

Understanding and addressing the importance of transport links to London.

Goal 7: A leading information society.

Goal 8: An exemplar for the efficient use of resources.

The Sub-Regional Context

The Thames Gateway South Essex (TGSE) sub-region comprises the five authorities of Basildon, Castle Point, Rochford, Southend-on-Sea and Thurrock. It forms the largest urban area in the East of England, and its mix of urban and natural environments represent a unique challenge for urban regeneration.

The TGSE Partnership (TGSEP), which includes Southend Borough Council, has been established to assist coordination of the regeneration of the area and has been instrumental in developing the sub-regional strategy within the East of England Plan (RSS14).

Thames Gateway South Essex Sub-Regional Economic Strategy

The goals and priorities identified in the RES are relevant to the whole of the region or have region wide significance. However, it is acknowledged that in some areas more specific sub-regional actions are required to reflect the importance of different priorities or different approaches to delivery.

The East of England Development Agency (EEDA) is one of nine Regional Development Agencies established by the Government in 1999. EEDA is one of the driving forces behind sustainable economic growth and regeneration in the East of England. Their aim is to improve the region's economic performance and ensure the East of England remains one of the UK's top performing regions. EEDA's challenge is to deliver sustainable economic growth with a budget that equals only 0.1 per cent of the region's gross domestic product (GDP).

In the TGSE, EEDA is concerned that the local economy under-performs the rest of the region and exhibits a high rate of business failure and a weak skills base exacerbated by inadequate transport infrastructure. The RES acknowledges that TGSE is a national priority for regeneration and growth and as the largest urban area in the East of England represents a unique challenge for urban regeneration.

The primary focus for development in TGSE is achieving major investment and social and economic and environmental regeneration throughout South Essex, improving skills and employment links and employment opportunities, and ensuring transportation links give real and lasting benefits to local communities. Specific areas for development through the RES comprise:

- Achievement of sustainable employment-led growth and regeneration in the period to 2021 including the levels of jobs growth set out in the draft RSS of 55,000 net additional jobs within TGSE;
- Improved aspirations and skills base through better outcomes in schools and through increased participation in further and higher education supported by a university presence for the sub-region particularly in Southend;
- To tackle deprivation and build community cohesion through integrated programmes to increase social capital, community leadership and improve access to services and facilities;
- To maximise investment in strategic transport infrastructure to address current deficits and meet future requirements including the proposals for the Shellhaven London Gateway and London Southend Airport expansion;
- To support local delivery vehicles, such as the Southend Urban Regeneration Company, that has the capacity to enable a step change in the quality and speed of delivery.

The RES also identifies some general objectives for the Growth Areas identified in the Sustainable Communities Plan. Whilst these focus principally on economic development they also include actions to ensure these areas are high quality places to live, work and visit. Some of those particularly relevant to Southend and the LTP are:

- Delivering mixed-use regeneration of major urban centres to enhance their regional role as a focus for employment, retail and residential growth (e.g. Southend);

- Establishing new centres of higher education as drivers of sectoral growth and innovation in Southend and Peterborough.

Thames Gateway South Essex Sub-Regional Policy

The TGSE Board and the transport authorities have come together in South Essex to form a new Transportation Delivery Board in order to focus resources and deliver essential transport infrastructure to support development and economic growth. The new Transportation Board will provide impetus, direction and focus for transportation proposals whilst ensuring that there is cross-cutting approach throughout TGSE.

The Thames Gateway South Essex Sub-Regional Policy is set out in Chapter 5 of the Draft East of England Plan (Regional Spatial Strategy - RSS 14). Its vision for the sub-region is to improve opportunities and quality of life for local people through establishing the area as a focal point for economic regeneration and investment, provision of new infrastructure and improved environments. The Sub-Regional Policy has been informed by the London to Southend Movement Study (LOTS).

The key objective is to achieve regeneration through jobs-led growth, higher levels of local economic performance and employment, and a more sustainable balance of local jobs and workers. Key areas for investment are skills training, transport and accessibility improvements, general environmental improvements and upgrading of community facilities.

Developing the “Zones of Change and Influence”

Policy TGSE1 of RSS identifies three complementary ‘regeneration hubs’ and associated “zones of change and influence” that will be the focus of change and the catalysts for delivery of the vision for the sub-region: Thurrock; Basildon and Castle Point; Southend and Rochford. Southend/Rochford is identified as the cultural and intellectual hub and a higher education centre of excellence.

The Development Challenges

Policy TGSE2 identifies the need for employment-led regeneration and wealth creation. Currently the sub-region has 300,000 residents in employment but only supports a workforce of 233,000. This highlights the scale of commuting out of the sub-region to stronger employment markets in London and elsewhere. It also points to underlying weaknesses in the sub-regional economic structure in terms of the quantity, quality and range of local job opportunities. Southend is required to provide for 5000 net additional jobs between 2001 and 2011, and a further 8000 jobs between 2011 and 2021.

Policy TGSE6 requires Southend to provide for 2750 additional dwellings between 2001 and 2011 and a further 3250 dwellings between 2011 and 2021.

The TGSE transport strategy that is emerging from the work of the Transportation Board builds on the “zones of change and influence” and informs directly the Southend LTP2 strategy (Chapter 5) which focuses on:

- Southend Town Centre (6,500 new jobs & 1,650 additional dwellings by 2021) - regenerating the existing town centre, led by the development of the University campus, to secure a full range of quality sub-regional services and facilities. Development of the town centre as a strategic transport interchange will see the upgrading of Southend Central and Southend Victoria rail stations combined with the new Travel Centre to improve accessibility to a wide range of jobs and services; and
- Shoeburyness (3,000 new jobs & 1,400 additional dwellings by 2021)- development of a major mixed use consolidating research and development strengths on a ‘high-tech’ business park, linked to a new access road, extension of the public transport corridor and a new bus-rail interchange at Shoebury Station.

The Transport Challenges & Priorities

Policy TGSE3 stresses the need for a ‘step-change’ in the provision of transportation infrastructure and accessibility as a precondition for achieving regeneration and additional development set out above. The LTP2 strategy (including completion of the Approved Major Scheme) sets out the necessary transport infrastructure to support Policy TGSE3 in Southend. This includes by 2011:

- extending the A13 Passenger Transport Corridor beyond “Phase 2” to the Borough boundary and westwards to Basildon and Canvey Island, eastwards to Shoeburyness, and linking with the central seafront area;
- creation of a regional interchange at Southend town centre, integrated with the A13 public transport corridors improvements and intra-urban connections, particularly between the two railway lines serving London and the Travel Centre forming the hub for bus services in the town;
- enhanced public transport links and improved interchange facilities, including studies into the South Essex rapid transit systems;
- encourage increased use of the Thames estuary for water based transport (e.g. hovercraft);
- completion of the National Cycle Network;
- completion of the A127 and A13 route management improvements, including driver information, telematics and incident management;
- improved inter-urban road links in congested locations on A127 by designing and taking forward key junction improvements;
- new railway station at London Southend Airport.

Other transport infrastructure improvements in South Essex within the RSS that are essential to improve accessibility in and out of Southend include the following medium and long term measures as identified in the TGSE Business Plan for Transport (November 2005):

- upgrades to the M25, A127 and A13, (including links with the A130 and strategic improvement on the Saddlers Farm junction) which form a strategic transport ‘loop’ serving the sub-region, and provision of high quality infrastructure links to London Southend Airport, and other strategic sites to the eastern side of Southend;
- improved multi-modal connectivity across the River Thames;
- completion of upgrades to the A127 and A13;
- significant improvements to the rail network; and
- design and preparation work for a South Essex rapid transit system.

Figure 2.2 illustrates the agreed TGSE transport strategy that brings together the key components across the Thames Gateway South Essex area. This provides the framework for the LTP2 transport strategy for Southend. (see **Figure 2.3**)

East of England Regional Transport Priorities – Advice to Government January 2006

Since the publication of the Draft East of England Plan, EERA has been required to submit advice to Government on the regional priorities for transport provision having regard to available resources. This was submitted to Government in January 2006 following the publication of guidance by the Government in July 2005. The latter formally announced the regional allocations up to 2008 and gave planning assumptions up to 2016.

This has provided a reality check on the resources available to take schemes forward during the lifetime of this Second LTP and has been fully embraced by this Plan. However, EERA and TGSE partners recognise that the funding allocation put forward is inadequate to meet the Region's needs to 2021 particularly in the Thames Gateway South Essex sub-region where a 'step change' in transport provision is required to meet the Government's objectives for sustainable regeneration and growth. Without such investment the sub-region will fail to meet its key aim of jobs led regeneration.

The priorities for Southend put forward by EERA during the period of this Second LTP are:

- Committed: to complete Phase 3 of the A13 Passenger Transport Corridor and Phase 1 of the Travel Centre of the Approved Major Scheme,; and
- Priority 1A: to construct the Priory Crescent/Cuckoo Corner (A127/A1159) road improvement scheme of the Approved Major Scheme.

The latter is critical to improving the main strategic freight corridor on the A127/A1159 and to unlocking key development sites which are crucial to jobs and housing growth. Ministerial approval for additional funding to construct the scheme is awaited following full consultation, design and approval of the scheme at a CPO Inquiry. This LTP seeks the allocation of such funding as a Regional priority and as a key component of the TGSE and Government's regeneration strategy and priorities. (see Section 5).

A further 1A priority put forward by EERA is to commence preparatory work on developing an Integrated Network of inter-urban buses (South Essex Rapid Transit – SERT). SERT has been fully endorsed by the TGSE Transportation Board and consultants have been appointed to investigate the potential of the scheme. A Final Report was published in December 2005.⁹

Although not forming part of the advice to Government, EERA has also set out Priority 1B and Priority 2 schemes. These seek to deliver key public transport improvements, access improvements and traffic management measures to make best use of the existing infrastructure. All the above schemes are detailed in Tables 2.2. and Figure 2.4 and lie at the heart of the TGSE Transport Strategy. It is recognised that funding for such schemes is unlikely to entirely come from LTP resources and the Borough Council with its partners will seek wherever possible alternative funding sources.

⁹ South Essex Rapid Transit (Final Report) December 2005
Southend on Sea Local Transport Plan 2006 to 2011

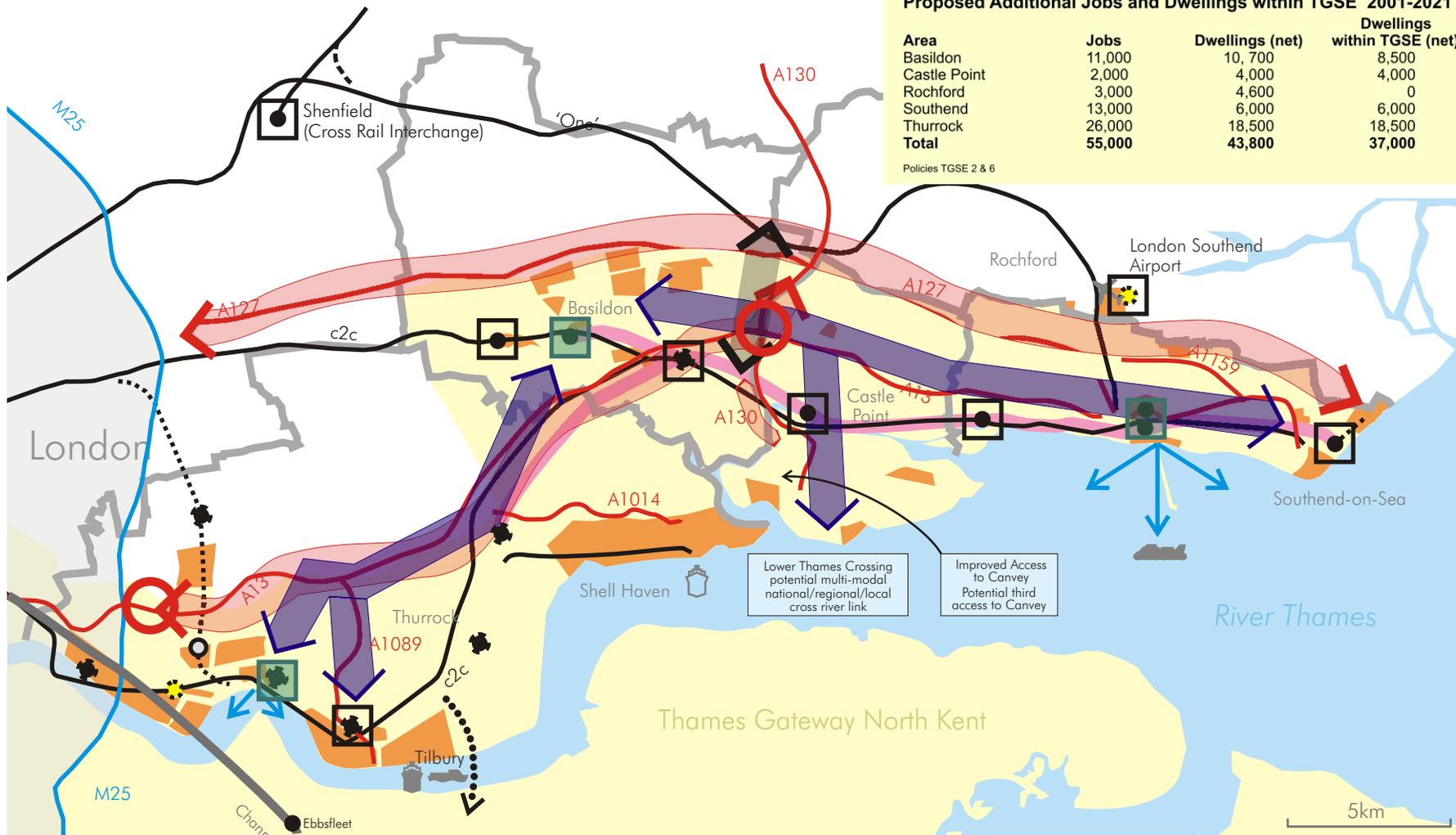
Thames Gateway South Essex - Transport Strategy

Southend-on-Sea Local Transport Plan 2006 to 2011

East of England Plan (Draft Regional Strategy - RSS 14, Dec 2004)
Proposed Additional Jobs and Dwellings within TGSE 2001-2021

Area	Jobs	Dwellings (net)	Dwellings within TGSE (net)
Basildon	11,000	10,700	8,500
Castle Point	2,000	4,000	4,000
Rochford	3,000	4,600	0
Southend	13,000	6,000	6,000
Thurrock	26,000	18,500	18,500
Total	55,000	43,800	37,000

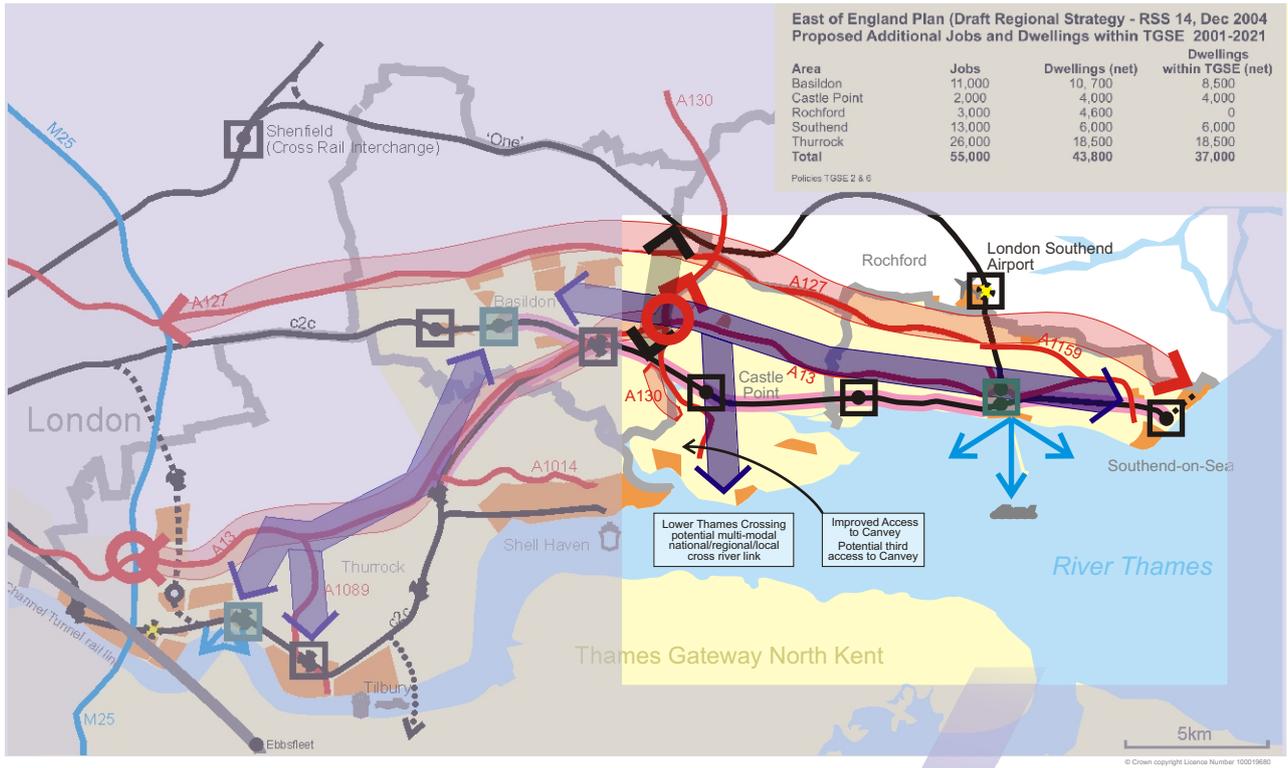
Policies TGSE 2 & 6



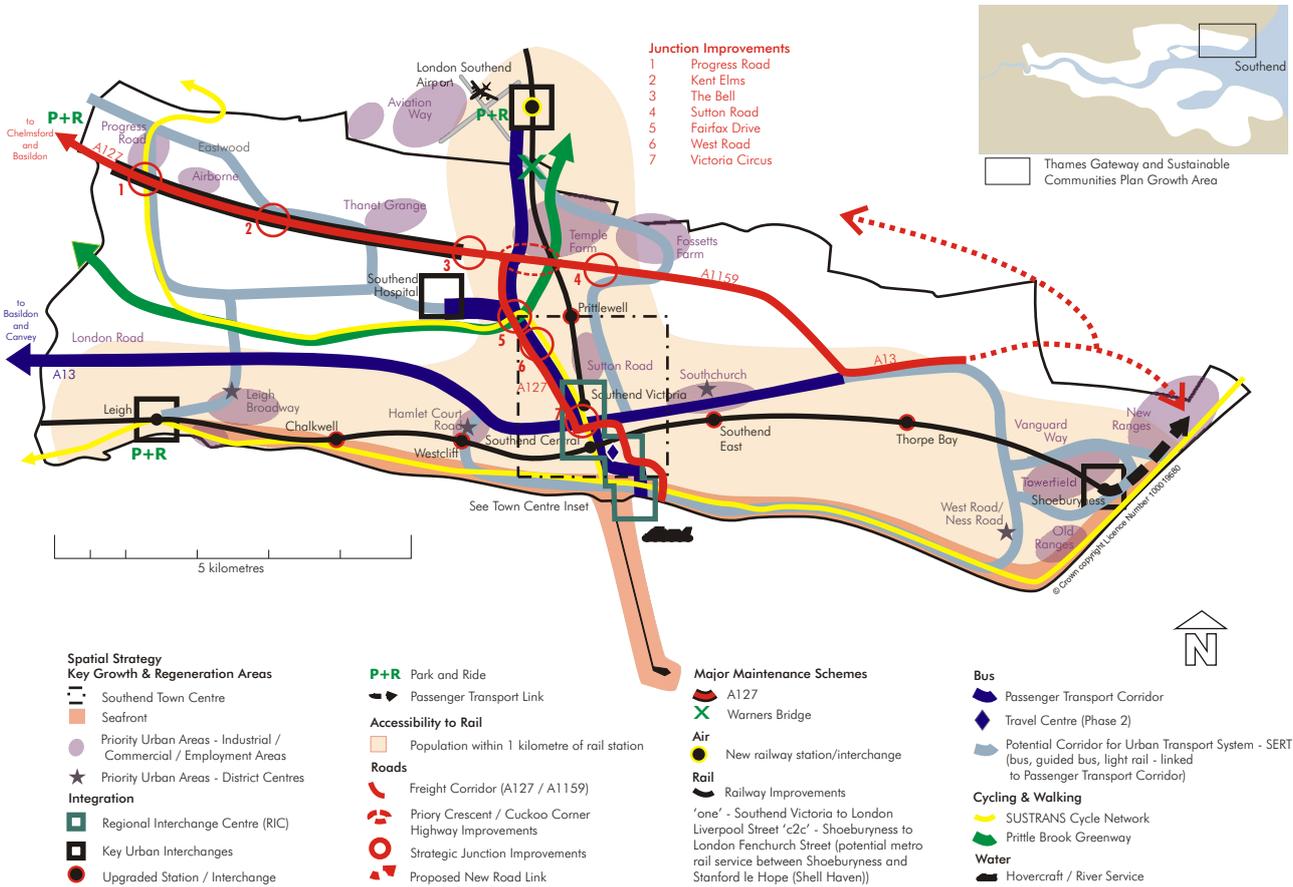
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|--|--|--|--|--|---|
| <p>Existing Infrastructure</p> <ul style="list-style-type: none"> Railway line Railway station Existing motorway network Strategic road links London Southend Airport | <p>Strategic Proposals</p> <ul style="list-style-type: none"> Regional Interchange Centre (RIC) | <ul style="list-style-type: none"> Proposed port Port Tilbury River Crossing Key development sites | <ul style="list-style-type: none"> Key interchange/park & ride improvements Metro service New rail link between c2c & One routes Increase platform to 12 car 2nd platform required New railway station | <ul style="list-style-type: none"> Chord at Shenfield Improvement of Ockenden line & extension at Shoeburyness New rail link Tilbury-Gravesend Strategic road junction improvement (M25 Junction 30 & Saddlers Farm) | <ul style="list-style-type: none"> Strategic road improvement (see also South Essex Route Management Strategy) South Essex Rapid Transit (SERT) Enhanced ferry / hovercraft links Zones of Change |
|--|--|--|--|--|---|

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Fig 2.2



The LTP Strategy See Fig 5.2



Local Context: Southend-on-Sea

The national, regional and sub-regional context for policy development within Southend has strengthened significantly in the last five years. As part of the Thames Gateway, a national priority for both regeneration and growth, the contribution to investment and development required from Southend are much greater than in the past. In addition, local priorities, as expressed through the Community Plan¹⁰, are much clearer and more demanding. Taken together, these considerations require the new Local Development Framework and the second Local Transport Plan (LTP2), to deliver higher levels of infrastructure, investment and development, and to achieve this in ways that are clearly more sustainable and of a consistent quality.

Southend Together

“Southend Together” is the Local Strategic Partnership (LSP) for the Borough. Southend Together was established in 2002 and reviewed in January 2005 with the common goals clearly shared right across the community of “delivering a decent quality of life to the people of Southend” of which the LTP forms a key part of the delivery of this outcome. Southend Together operates at three levels: the Steering Committee, Key Strategic Partnerships and the community conference. The Integrated Transport Partnership forms one of the Key Strategic Partnerships. Each Partnership is supported by a range of other forums in which individuals and groups from the community play an active part.

The Community Plan, produced by the LSP launched in March 2003, focuses on the future of Southend and sets out the priorities for the town over the following ten years. It brings all the existing plans and strategies together, helping to provide a co-ordinated approach to making Southend a better place to live, work and visit.

The overall vision is:

A vibrant coastal town and a prosperous regional centre where people enjoy living, working and visiting.

This vision is guided by the three key overriding principles of sustainable development, equality of opportunity, and social inclusion. The social inclusion element underpins key aspects of the transport strategy and the desire to improve accessibility. A presentation to the Strategic Partnership Steering Committee has been made and full support given to the key proposals including the Major Scheme.

The Policy Alignment Matrix in Appendix A illustrates how the LTP2 strategy forms part of the Community Plan and is critical to delivering the three principles.

To achieve the vision, action is required on the following inter-linked themes to make Southend a:

¹⁰ ‘Southend Together’ the Community Plan for Southend on Sea, prepared by Southend Local Strategic Partnership.

Table 2.2: East of England Regional Transport Priorities to 2016: Schemes Requiring Major Funding Committed and Priority 1A Schemes (from 'Regional Funding Allocation Advice to Government' (Chapter 5), January 2006 - endorsed by Regional Partnership Group) - Southend Borough and related Thames Gateway South Essex Schemes

Ref. No (see Map X)	Intervention Name	Housing sub-region	Policy Fit			IRS Priorities to which scheme contributes	PSA Targets to which Scheme contributes	Total Cost (£m)	RFA Cost (£m)	RFA Cost by Time Block (£m)			TGSE Business Plan for Transport (Nov. 2005)/ Comments
			Congest. / Inf.Deficit	Regen. /Growth	RICS					2005/06 to 2007/08	2008/09 to 2010/11	2011/12 to 2015/16	
Committed Schemes													
1 2	A13 PT Corridor (Phase 3) and Travel Centre (Phase 1)	Thames Gateway (Southend)	n/a	n/a	n/a	P1,P3,P4	DfT3, DfT6/Defra8, DT14/Defra2/DfT7,Dfra1, HMT6/DT17/ODPM2, ODPM1,ODPM5	5	5	5	-	-	Approved Major Scheme (LTP 1)
Priority 1A Schemes													
3	A127/A1159 Cuckoo Corner/Priory Crescent SOU3	Thames Gateway (Southend)	1	3	1	P1,P3	DfT1, DT16, DWP4/HMT5	25	25	-	-	25*	TGSE High Priority Flagship Scheme Approved Major Scheme -Awaiting Ministerial approval for additional funding (LTP 2) Approved at Public Inquiry
*NOTE: If early Ministerial approval is given to fund the scheme, the Regional Planning Panel of EERA has resolved to reschedule it to one that is 'committed' and is required to be funded from the Regional Funding Allocation													
4	Integrated network of inter-urban buses:SERT	Thames Gateway (Southend Essex and Thurrock)	1	2	3	P1, P3, P4	DfT3, DfT6/Defra8, Defra1, DT14/Defra2/DfT7, HMT6/DT17/ODPM2, ODPM5	92	51	-	-	51	TGSE High Priority Flagship Scheme Currently being researched by Consultants on behalf of TGSE Partnership
	A13 Passenger Transport Corridor	Thames Gateway (Essex)	1	1	3	P1, P3, P4	DfT3, Defra1, DT14/Defra2/DfT7, DfT6/Defra8, HMT6/DT17/ODPM2, ODPM5	5	4	-	3	1	TGSE High Priority Flagship Scheme Corridor linking existing Southend Major Scheme to Basildon/Canvey - links to SERT scheme
	A130/A13 Saddlers Farm Junction	Thames Gateway (Essex)	4	2	1	P1	DfT1, HMT6/DT17/ODPM2, ODPM5	74	61	-	23	38	TGSE High Priority Flagship Scheme Major junction on A13/A130 key transportation corridor serving Southend

Note:

- Southend Schemes
- LTP2 Major Scheme (Priory Crescent/Cuckoo Corner - Approved Major Scheme - Ministerial Approval for Additional Funding Awaited).
- Thames Gateway South Essex Schemes
- Related Thames Gateway South Essex Schemes - adjoining Southend

Table 2.2: East of England Regional Transport Priorities post 2016: Schemes Requiring Major Funding Southend Borough and related Thames Gateway South Essex Schemes

Ref. No (see Map X)	Intervention Name	Housing sub-region	Policy Fit			Total Estim. Cost (£m)	Scheme/Rationale	Deliverability	TGSE Business Plan for Transport (Nov. 2005)
			Congest./ Inf.Deficit	Regen./ Growth	RICS				
Priority 1B Schemes									
5	A127/A1159 Access Improvements	Thames Gateway (Southend)	1	3	1	99	Access improvements to key east-west transport corridor (freight route) including junction improvements at Progress Road, Kent Elms, The Bell and Sutton Road and improved access to New Ranges Shoeburyness. Vital improvements to realise full regeneration potential of key development opportunity sites linked to housing and job creation	Forms part of agreed TGSE Route Management Strategy for comprehensive east-west transport corridor improvements. Scheme phased with development.	TGSE High Priority Flagship Scheme
6	Sustainable Seafront	Thames Gateway (Southend)	1	2	2	13	Integrated transport improvements within Central Seafront Regeneration Area and Town Centre including improved interchange links (Hovercraft/Coach Station) and completion of Sustrans National Cycle Route (No.16 - Central Seafront to Leigh). Vital ingredient in regeneration proposals to improve sustainable transport links and promote Southend as a cultural and education centre of excellence	Currently being researched by consultants on behalf of 'Renaissance Southend'. Supported by EEDA funding. Research will input into LDF land use Action Plans for Town Centre and Seafront	
7	A127/A1159 and A13 Route Management Strategy	Thames Gateway (Essex, Southend and Thurrock)	3	1	1	155	Contribution to sustainable development by maintaining, operating and improving the road network in support of integrated transport and land use planning policies. Enhances access to key development sites within TGSE by effectively managing and making better use of the existing infrastructure and optimising its use. Includes driver information, telematics and incident management	Long term strategy developed by TGSE Partnership for comprehensive improvements to the two parallel transport corridors serving TGSE. . Politically supported. Low risk.	TGSE High Priority Flagship Scheme
Priority 2 Schemes									
8	Bus Priority Corridors	Thames Gateway (Southend)	1	1	2	16	Extension of "showcase" Bus Priority Corridor: Phase 4: A13 to town centre and seafront Phase 5: town centre to east Southend Phase 6: town centre to London Southend Airport and Southend Hospital. Links to SERT scheme	Politically and community supported scheme. Low complexity. Builds on successful implementation of initial phases. Essential ingredient in regeneration proposals and vital to improving passenger transport links to key destinations, including job opportunities and community services	TGSE High Priority Flagship Scheme
9	Strategic Interchange Improvements	Thames Gateway (Southend)	1	1	2	18	Improvements to Regional Interchange Centre (Southend Victoria Railway Station, Central Station, Travel Centre Phase 2, seafront) Urban Interchange Improvements at London Southend Airport, Leigh Railway Station and Shoebury Railway Station. Essential to promoting 'seamless' travel and connecting regeneration hubs	Politically and community supported scheme. Quality Partnerships of key stakeholders already firmly established. European funding secured (Interreg iiiib - SustAccess)	
10	Intelligent Transport Systems	Thames Gateway (Southend)	2	1	1	3	Expansion of ITS Southend Borough Council Control Centre (linked with Essex County Council) - driver information, telematics and incident management. Links to RMS Strategy	Politically and community supported. Low risk. Essential to effective traffic management and congestion relief	
11	Park and Ride	Thames Gateway (Southend)	1	1	2	10	To be introduced as part of demand management strategy and improvements to town centre accessibility. Links with bus priority corridors, demand management and interchange improvements	Longer Term proposals	

Regional Transport Priorities 2006-2021

Schemes Requiring Major Funding: Making the Connection

Southend-on-Sea Local Transport Plan 2006 to 2011

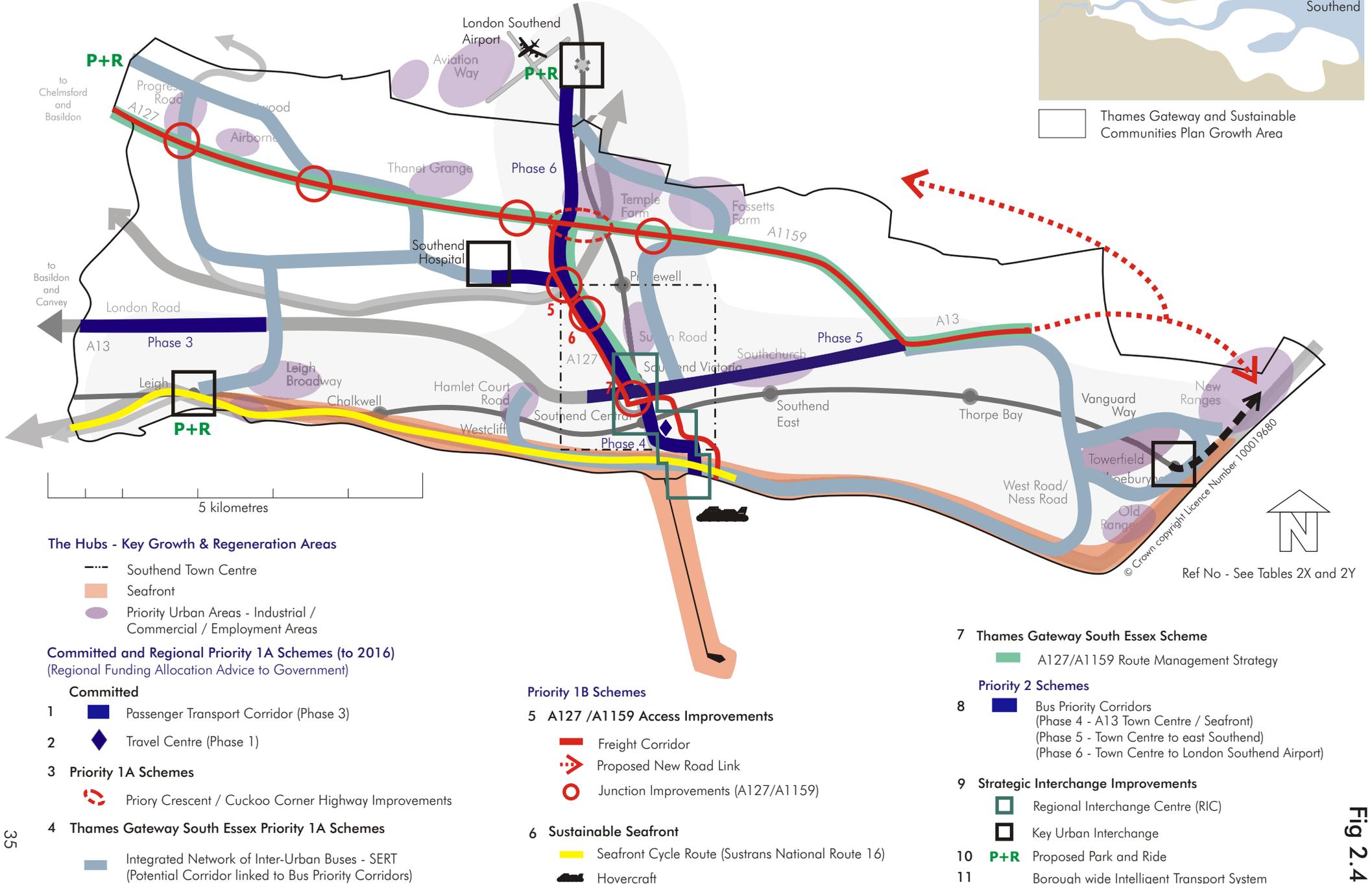


Fig 2.4

Prosperous Community	A prosperous local economy
Learning Community	Opportunities for learning for all and a highly skilled workforce
Safer Community	Crime, disorder, substance misuse and offending reduced
Healthy Community	Improved health and well being
Environmentally Aware	Improved transport infrastructure and a Community quality environment
Supportive Community	Better life chances for vulnerable people
Cultural Community	A cultural capital of the East of England by 2010

The Community Plan Action Plans are updated annually and detail how measurable progress in terms of the interlinked themes will be achieved. Representatives of the different partnership involved in the Community Plan are currently considering the priorities for the forthcoming period which can reported in the Final LTP. The groups consulted comprise:

- Children & Young People's Strategic Partnership;
- Children & Young Peoples Partnership;
- Biodiversity and Environmental Awareness Working Party;
- Integrated Transport Partnership;
- Business and Tourism Partnership; and
- Crime & Disorder Reduction Partnership.

The Corporate Plan

The Council has adopted a rolling three year Corporate Plan for 2005 to 2008, which sets out how the Council will deliver on its commitments under the Community Plan. In particular, it identifies the role of the Local Transport Plan in:

“regenerating the Borough through investment and working with our partners to tackle deprivation and create the conditions for economic growth”.

Table 2.3 shows how Southend’s LTP2 objectives ensure delivery of the Community Plan vision.

The Draft Local Development Framework (LDF)

The Borough Council has been actively involved in, and committed to, ensuring that strategy development at the Regional and Thames Gateway level reflects the needs of Southend. This has been in terms of both input into the preparation of the draft RSS 14, especially the sub-regional strategy element, and direct work with the ODPM on Thames Gateway issues related to the Government’s Sustainable Communities Plan. These strategic policy documents provide the framework for the development of more detailed policies and proposals for Southend itself.

Draft Southend-on-Sea Core Strategy Development Plan Document (DPD)

To meet the opportunities and challenges presented by the TGSE Sub-Regional Strategy and to provide a firm basis for guiding development and investment in the future, Southend Borough Council has brought forward a Core Strategy Development Plan Document (DPD) as the first tranche in providing a new Local Development Framework for the town. This has been prepared as an integral part of LTP preparation to ensure an integrated approach to land use and transportation planning. (see **Figure 2.5**)

Table 2.3 - Relationship between LTP2 and Community Plan Objectives

LTP2 Objectives	Community Plan Objectives							
	Prosperous Community	Learning Community	Safer Community	Healthy Community	Environmentally Aware Community	Supportive Community	Cultural Community	
Shared Objectives								
Tackling Congestion	✓			✓	✓			
Delivering Accessibility	✓	✓		✓	✓	✓	✓	
Providing for Safer Roads			✓	✓	✓			
Achieving Better Air Quality				✓	✓			
Achieving a Better Quality of Life	✓		✓	✓	✓	✓		
Local Objectives								
Regeneration of Southend by Improving	✓	✓					✓	
Achieving an Efficient Transport System	✓	✓		✓	✓	✓		
Raising Community Awareness			✓	✓	✓	✓		
Improving the Highway	✓				✓			

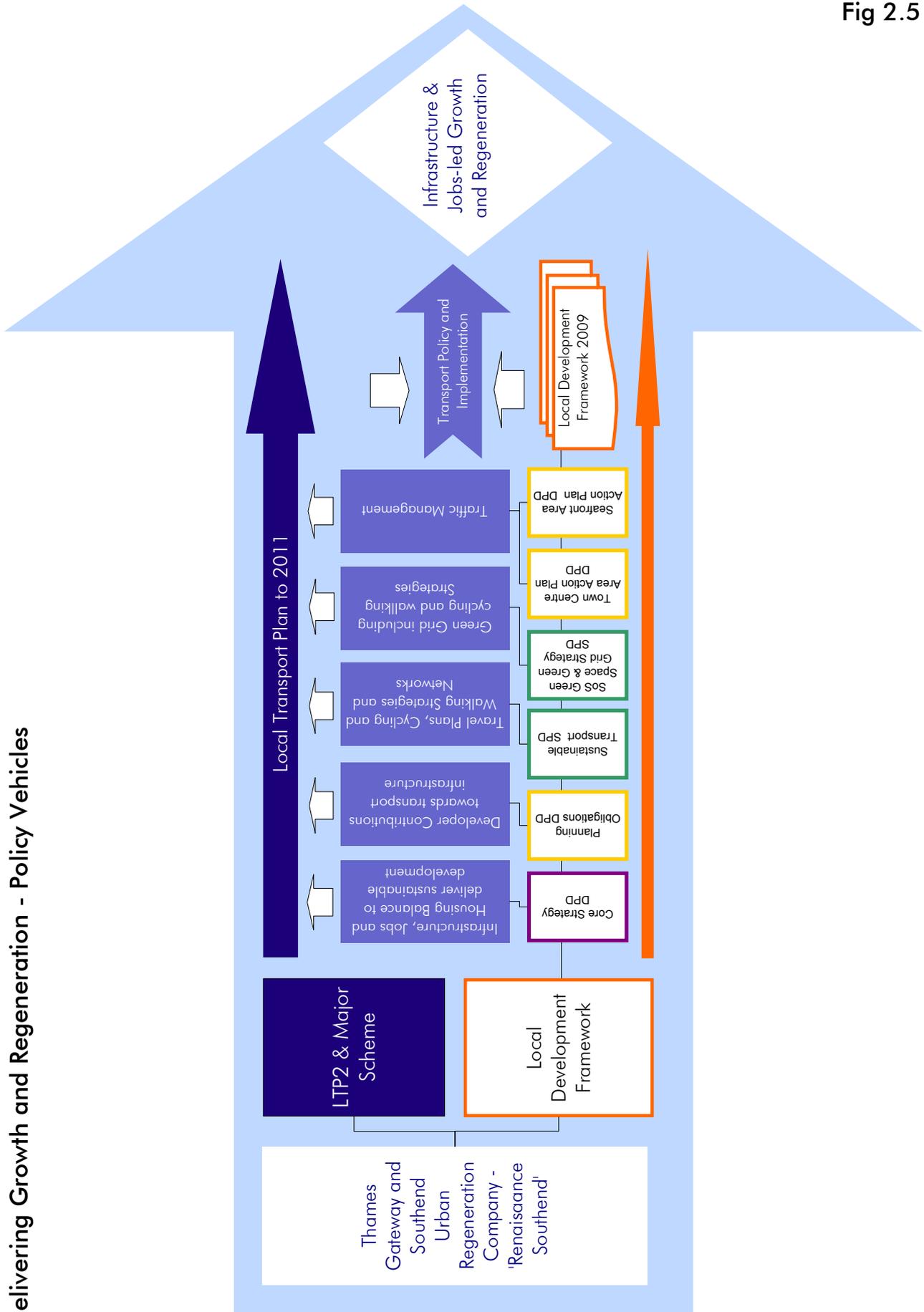
The Draft Core Strategy supports the wider transport strategy for the Region and the Thames Gateway South Essex Sub-Region, by proposing policies that will improve accessibility to jobs, key services and facilities; reduce the demand for travel by encouraging development to take place in areas with good accessibility; secure a better balance between local jobs and local workers so that people have the opportunity to work locally, and promoting Travel Plans that aim to encourage sustainable transport.

Key policies relating to the LTP are summarised below:

- **Key Policy KP1:** Spatial Strategy - Improvements in transport infrastructure and accessibility will be a precondition for additional development. Failure to deliver employment targets set for 2011 and thereafter, and the required step change in infrastructure investment on which economic regeneration depends, will trigger reviews of the housing provision and an appropriate downward revision of that provision to ensure that an appropriate balance between employment, infrastructure and dwelling provision is secured and maintained.
- **Proposed Key Policy KP 2:** Development Principles - Establishes the criteria by which all new development, including transport infrastructure, will be expected to contribute to physical, social and economic regeneration in a sustainable way.
- **Proposed Key Policy KP3:** Implementation and Resources - Sets out how the Council will deliver the plan's provision. This includes requiring developers to enter into planning obligations to carry out works or contribute towards the provision of infrastructure and transportation measures required as a consequence of the development proposed. It also signals the Council's intention to bring forward a specific Local Development Plan Document setting out more detailed guidance and advice on Planning Obligations and as a first step a consultation DPD on Planning Obligations was produced in December 2005. The quality of the document was recognised by ODPM as being of 'best practice'.

Fig 2.5

Delivering Growth and Regeneration - Policy Vehicles



More detailed policy guidance for 'Transport and Accessibility' is set out in the more thematic Core Policy CP3 which reiterates the express requirement for development proposals to contribute to the implementation of the second Local Transport Plan and its subsequent reviews.

The draft Key Diagram for the Core Strategy reflects that of the LTP strategy clearly illustrating the integrated nature of the Plans (see **Figure 2.6**)

Future plans to be produced as part of the Local Development Framework include Action Plans for the town centre and seafront and a Supplementary Planning Document (SPD) on Sustainable Transport setting out parking standards, travel planning and walking and cycling provisions. Consultants have already been engaged to take forward the Action plans funded by EEDA and the SPD document. These will be key to framing traffic management and other detailed transport improvements within these areas as part of comprehensive regeneration proposals.

London Southend Airport Master Plan

London Southend Airport envisages that to secure a sustainable, long term future and to serve its local community better, it needs to invest in new facilities and encourage the restart of passenger services. Steady growth within acceptable environmental limits would make it well placed to play a leading role in promoting the Southend area and facilitating its regeneration and that of the Thames Gateway as a major 'gateway' to the area. Local business, tourism, employment and the area's transport connections would all benefit from more passenger services to domestic and European destinations, particularly in the light of the award of the Olympics to London in 2012.

Whilst Government guidance does not list Southend as one of the airports requiring a Master Plan, it suggests that such airports may wish to consider preparing Master Plans in order to provide a mechanism which will enable future development to be given due consideration in local and regional processes. The London Southend Airport Master Plan is therefore a voluntary publication to help people understand the benefits and disbenefits of growth and provide information about future development.

The Master Plan is not a planning application, and future planning applications for developments covered in the Master Plan would be accompanied by a full statement of the benefits and disbenefits, including a full Environmental Impact Assessment.

Forecasts for Growth

The Master Plan states that in the medium and long term London Southend Airport is expected to grow to become similar in size in terms of passengers and aircraft movements to London City Airport (1.7 million passengers per annum). The Master Plan is based on London Southend Airport growing to around 1 million passengers per annum by 2015, which would result in a daily flow of around 1,500 arriving and 1,500 departing passengers per day. Total aircraft movements are forecast to rise by 35% from 2004 to 2015. On a typical day this would equate to around 40 passenger flights, 2 or 3 aircraft movements associated with maintenance, repair and overhaul, and 5 or 6 business or corporate flights - an average over the operating day of 3 per hour. The remainder would be private, light aircraft movements from the flying clubs and others based at the Airport continuing at about to-days levels.

In the longer term (to 2030) the Master Plan indicates passenger numbers growing to 2 million per annum, in line with the potential identified in the Government's White Paper. The Master Plan confirms that the forecasts for future growth at London Southend Airport are consistent with its intended role as a small regional airport.

Core Strategy DPD- Key Diagram (Draft)

Southend-on-Sea Local Transport Plan 2006 to 2011

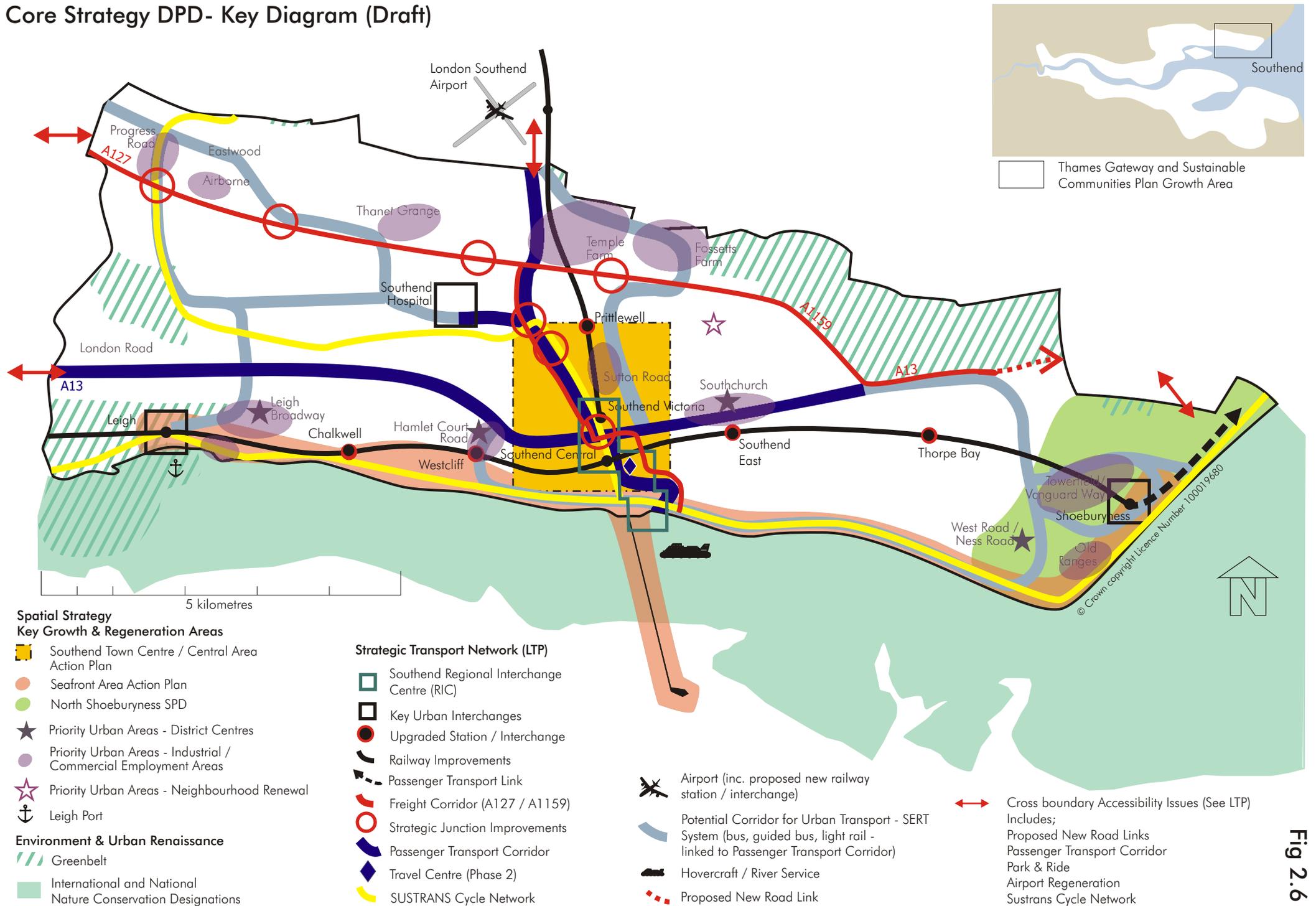


Fig 2.6

Airport Development

London Southend Airport is set to restart passenger flights now that the runway has been made compliant with the Civil Aviation Authority's Runway End Safety requirements.

The airport proposes to develop either side of the runway in three main zones. 'Southern Maintenance Zone', the 'Northern Maintenance Zone' and the 'Terminal Zone' which can accommodate the proposed new rail station and passenger terminal and multi-modal transport interchange. This terminal is expected to open in 2007/2008. The proposed new multi-modal transport interchange is expected to attract a significant proportion, around 25%, of passenger to rail. Further phases are proposed as passenger numbers increase, including a parkway to serve pedestrians, cyclists and commuters from the local community.