Southend Urban Housing Capacity Study

Final Report

August 2003

JOB NUMBER:			DOCUMENT REF: 5002142/5020005			
1	Draft Report	JF	SW	SA	SB	Sept 02
2	Final Draft Report	JF	SW	SA	SB	May 03
3	Final Report	JF	SW	SA	SB	July 03
4	Public Document	JF	SW	SA	SB	Aug 03
		Originated	Checked	Reviewed	Authorised	Date
Revision	Purpose Description	ATKINS				

This study report was commissioned by the Southend-on-Sea Borough Council as Local Authority for the Borough. Whilst every effort has been made to ensure that the report is factually accurate, its contents, opinions, conclusions and recommendations are entirely those of the consultant who carried out the study. The content should not be held to represent the views of the Borough Council. It is therefore being made available solely for information purposes as a background technical document forming part of the evidence base for the delivery of relevant services.

Document Accessibility

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- at www.southend.gov.uk
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PREAMBLE

This Urban Capacity Study is a theoretical exercise to provide a general guide to housing capacity in the Borough. Inclusion of a site within this study indicates that there *may be* potential for residential development on all or part of the site. It does not indicate that planning permission for residential development on a particular site would necessarily be granted or that the current landowner is willing to accept residential development on their land. By its very nature, this study has to look in general terms at the potential of sites for residential development.

EXECUTIVE SUMMARY

In March 2002, Atkins was commissioned by Southend-on-Sea Borough Council to undertake an urban housing capacity study for the Borough. This Report is the culmination of the study and sets out our best estimate of the urban housing capacity of Southend in the 19 year period from Spring 2002 to 2021.

Planning Policy Guidance Note 3: Housing (PPG3) sets out a new policy direction for the delivery of housing through the planning system based upon the 'plan, monitor and manage' approach. In assessing urban housing capacity, PPG3 highlights the principles laid down in the guidance "Tapping the Potential – Assessing Urban Housing Capacity: Towards Better Practice" published in December 2000.

Both PPG3 and Tapping the Potential stress that an essential feature of the "plan, monitor and manage" approach is that new homes are provided in the right place, and at the right time. Priority should be given to re-using previously developed land within urban areas, bringing empty homes back into use and converting existing buildings in preference to the development of greenfield sites.

LOCAL HOUSING CONTEXT

The Borough has by far the highest population density in the former County of Essex and the second highest density in the East of England. Southend's population has remained constant over the last decade at just over 160,000 residents. During this time the age profile has become increasingly younger. The need to provide housing, leisure facilities, employment and education opportunities, and health care facilities for local residents in a sustainable, focussed way will be a real challenge for the future.

The town fulfils a major role as a housing centre with approximately 71,000 dwellings. However, due to limited land resources and environmental constraints, Southend will find it difficult to meet the housing needs of its own population. As a result, housing needs and homelessness represents an important issue facing the town. In addition, there is an increasing need to find accommodation for people coming to Southend from other areas, particularly the London Boroughs.

The town's environment is suffering from high levels of congestion. Competing development pressures for housing, retail warehousing, employment uses etc are beginning to erode the town's valuable open space and important wildlife habitats. There are also areas within the Borough in need of regeneration to promote economic growth, social inclusion and

environmental improvements. These areas often suffer from low levels of investment in buildings and the street scene.

Southend has the highest unemployment rate in the County of Essex. The single most important issue facing the town is the need for economic regeneration and investment. This means that the priority will be to create jobs for the people of the town, employment land being a resource that should not be given over to other uses.

Southend has been included in a national and regional priority for regeneration called the Thames Gateway. The overriding aim of the Thames Gateway South Essex Partnership is to provide an improved quality of life for all the people of South Essex and to allow the area to participate, via the Thames Gateway initiative, in the prosperity of the wider South East and East of England.

OBJECTIVE OF URBAN CAPACITY STUDY

The primary objective of this Study is to carry out an urban capacity study for the Southend-on-Sea Borough Council area while taking account of the wider sub-regional and regional context and based on an approach which is both robust and is consistent with:

- the Government good practice guidance and relevant planning policy guidance;
- the emerging sub-regional and regional Urban Capacity methodological frameworks; and
- the regional, sub-regional and local planning policy context.

The approach adopted is strongly guided by “Tapping the Potential”, while at the same time retaining flexibility in order to allow for local circumstances. The study is compiled from information sources already available from the Borough Council and is complemented by original research as necessary.

APPROACH AND METHODOLOGY

This Urban Capacity Study looks at the potential capacity in the Borough between 2002 and 2021 and estimates how many units may come forward in the short, medium and long term through:

- An understanding of the potential of each source of housing capacity;
- Housing yields derived from this potential (the unconstrained capacity); and
- An assessment of realisable capacity gained from discounting the unconstrained yields.

The assessment of capacity has been validated by a database of specific site opportunities and estimates of the contributions from capacity sources derived from existing data.

The methodology used to calculate the urban housing capacity of Southend involves estimating the future development potential or capacity of previously developed land and from existing property.

The potential capacity from previously developed land sources can be identified physically e.g. on maps and site visits; and the potential capacity from property is estimated from the existing stock of property (flats over shops, sub-division, conversion of commercial buildings and intensification). A range of multipliers and formulas have been developed to calculate the potential housing capacity from land and property.

Following this methodical and transparent approach to identifying the maximum potential, a process of "discounting" must be undertaken. Discounting is the stage necessary to convert a figure of theoretical potential into actual realisable capacity, reflecting local circumstances. This potential capacity then becomes 'constrained' capacity.

The resultant urban housing capacity figure represents the number of new dwellings that may realistically be provided on previously developed sites and through conversion or subdivision of existing property. As such, it will be a key determinant of planning policy, as the Local Plan is reviewed. To accord with relevant plan timescales, capacity is expressed in terms of pre-2006, pre-2011, pre-2016 and pre-2021 dependent upon whether or not development prior to the specified year is constrained for any reason.

RESULTS

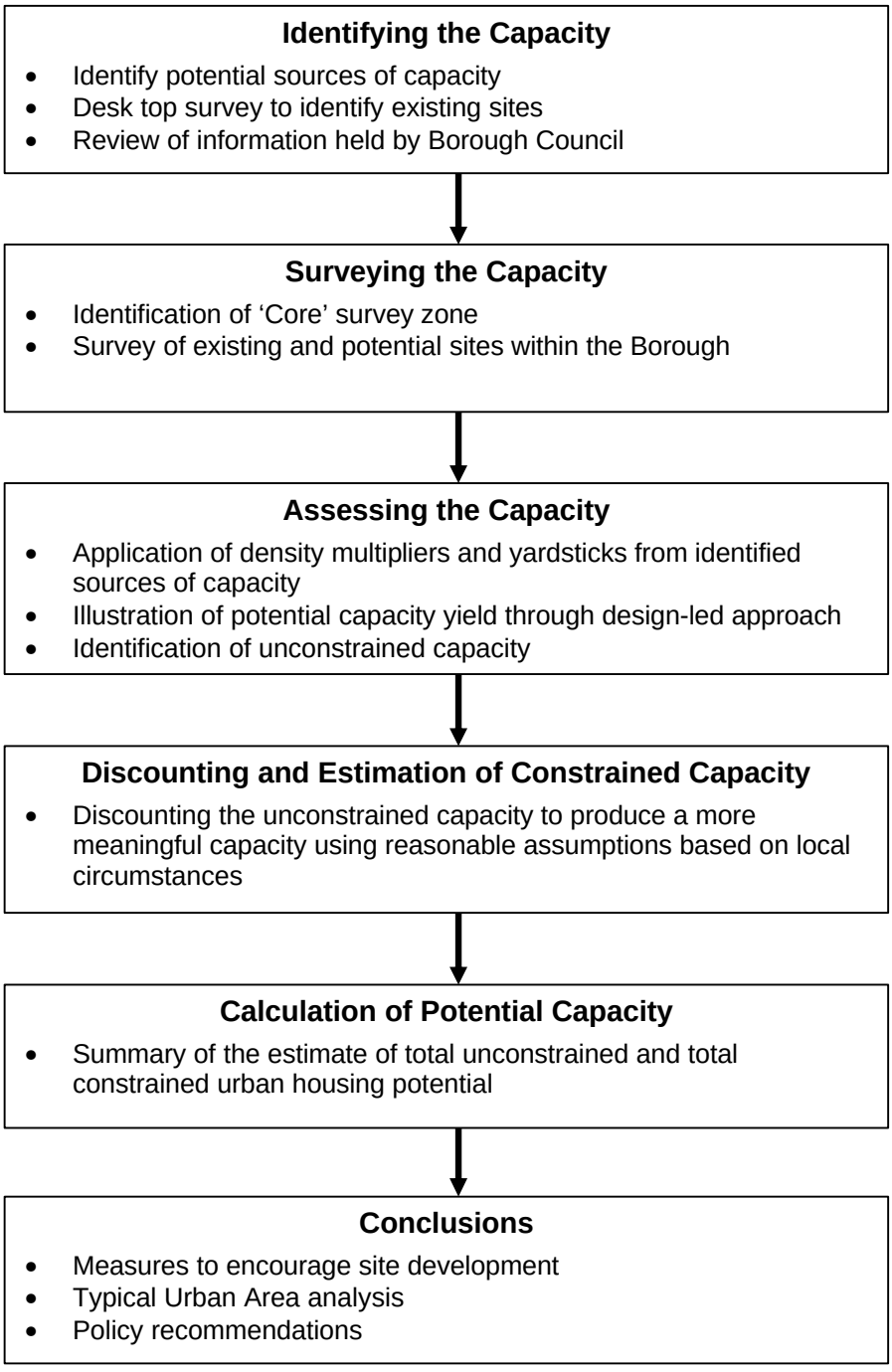
Potential from Land

The study physically identified 135 potential housing sites from previously developed land. Following the discounting process 43 of these sites were discounted by 100% (i.e. taken out of the calculation) due to policy reasons or because the sites were already being developed. Through the application of density multipliers on the remaining 92 sites, this Study suggests that the potential number of units or 'unconstrained' dwelling capacity figure could be 3,922 dwellings.

Subjecting the 'unconstrained' capacity from previously developed land to the discounting process results in a 'constrained' housing capacity potential from land of 1921 dwellings.

Four case studies were prepared to explore the types of design solution which could lead to the creation of sustainable, high quality residential, town centre and local centre environments. The densities achieved by these schemes are also used to provide a 'reality check' against the capacity calculations.

Study Methodology



The case studies represent indicative design illustrations only, providing a reality check against density and capacity calculations used in the study and an illustration of high quality residential environments at higher densities. They do not represent real proposals or Council policy towards the sites. The capacity figures derived from the study are not dependent upon the dwelling numbers put forward in the case studies.

Potential from Property

Subdivision

The subdivision of existing housing into two or more units is something that many studies have found difficult to estimate. The key concern for capacity studies is to establish a realistic appraisal of potential (the theoretical potential is enormous if it were assumed that across the country every large house could be subdivided).

Taking account of the past subdivision trends in Southend, the capacity from subdivision of existing residential properties is estimated to be 152 units.

Living over the Shop

Due to the lack of comprehensive Borough-wide retail floorspace data within Southend, the 'yardstick' exercise was undertaken for the two local centres of Leigh and Westcliff. Past trends relating to the change of use of floors above shops have also been looked at for the whole Borough to illustrate the sort of capacity that might be expected from this source.

During the course of the Local Plan period it is estimated that the constrained capacity from conversion of units above shops in Southend is 228. This is discounted by 25% resulting in a constrained capacity of 171 units.

It was concluded at the Housebuilder Panel that, in general, living over the shop is less desirable which means the demand is less. However 'trendy' areas with a 'high quality lifestyle' like Leigh Broadway, are more popular. Hamlet Court Road could become desirable if the shops were better quality and the landscaping and shopfronts improved. It was further suggested that the Council could encourage conversion of the ground floors in shopping parades that have significant numbers of long term vacancies and protect those areas that are still vibrant. It was recommended that the retailers be provided with support to encourage regeneration and that the relevant Local Plan policies are reviewed to support living over the shop.

Empty Homes

The figures from the Housing Investment Programme returns indicate the vacancy rate in Southend in 2000 to be approximately 3.8% i.e. 2,705 vacant dwellings. A vacancy rate

reduced to a level consistent with the regional average of 2.6% would equate to 1,861 dwellings, meaning a reduction in the actual level of vacancy of 844 units.

Overall the important figure would be the net contribution to capacity from this source. Taking an optimistic view of the potential contribution to be made by empty homes, it is suggested that an appropriate discount rate to be applied to the unconstrained potential should be in the region of 70% meaning the capacity from this source is 253.

Conversion of Commercial Buildings

Analysis of planning records demonstrates that this source of capacity has been rising steadily over the last ten years. An additional 150 units have been provided from conversion of non-residential uses (not including conversions over shop units) between 2000 and 2002 suggesting an annualised figure of 75 units. Rolling forward this annualised rate would provide an indication of the likely potential from this source in the nineteen year period under consideration in this study, i.e. 75 x 19 = 1,425.

It is considered that the lower discount rate of 70% would reflect the anticipated steady rate of conversions whilst taking into account potential changes to the Victoria Avenue office area, the largest area of offices within Southend.

The unconstrained capacity from non-residential conversions over the 19 year period (1,425) is discounted by 70% resulting in a constrained capacity from this source of 428.

Intensification

The potential for intensification of dwelling plots in the Borough is based on the application of Dwelling Potential Indices (DPI's) (see Chapter 6). A potential additional capacity of 5,071 units from intensification of existing residential areas is estimated, equating to 267 additional units per year over the 19 year period.

It is recommended that the lower discount rate of 70% is applied to the total capacity estimated from the DPI calculation to reflect the current completion trends from this source. This is further discounted by deducting the number of dwellings estimated (discounted capacity=253) from smaller residential sites which have been identified in the capacity from land sources thereby avoiding double counting.

The unconstrained capacity of 5,071 units is discounted by 70% resulting in a constrained capacity from this source of 1,521 units. Deduction of the 253 units from small sites results in an estimate of 1,268 from this source.

Estimating Constrained Capacity

Source	Unconstrained Capacity	Discount rate	Constrained Capacity
Subdivision	152	0%	152
Living over the Shop	228	25%	171
Empty Homes	844	70%	253
Conversion of commercial buildings	1425	70%	428
Intensification	5071	70% (minus 253 units from site survey)	1268
Total	**7720**		**2272**

TOTAL URBAN HOUSING POTENTIAL

The estimate of the total urban housing potential derived from measuring the potential from land and estimating the potential from existing property is summarised in the table below.

Urban Housing Capacity 2002-2021

Capacity	Unconstrained Potential	Constrained Potential
Potential from Land	3922	1921
Potential from Property	7720	2272
Total Potential from Land and Property	**11642**	**4193**

Sites with Outstanding Planning Permission

Sites with outstanding (extant) planning permission can be added to this figure. Council records indicate that as of 1 April 2002, planning permission was outstanding for approximately 700 dwelling units (permission has been granted but development has not yet started). Approximately 260 of these are from conversion of non-residential properties and 440 from previously developed land. It is assumed that, as permission has been granted for these units, significant constraints have been overcome, therefore 440 units have been added to the constrained potential from land resulting in a total constrained potential of 1921 + 440 = 2,361 (these sites have been discounted by 100% in the database to provide a more accurate figure and avoid double counting). The remaining 260 units result in constrained potential from property of 2,272 + 260 = 2,532.

A figure of **4,893** (2,361 + 2,532) therefore represents our best estimate of the urban housing capacity of Southend from the land and property resource in the period from Spring 2002 to 2021.

Although the potential from previously developed land can be categorised into the four time periods by undertaking site specific examinations, the process is not as simple for the property-based sources. It will, therefore, be assumed that the capacity will be realised on a broadly pro-rata basis over the 19 year period (i.e. to 2021) weighted slightly to the end of the period as the evolving market more actively seeks to extract development potential from the existing stock of property, rather than the easily identifiable sites.

Total capacity in the short, medium and long term is, therefore, as follows:

Total Capacity in Short, Medium and Long Term

Time Period	Cumulative Land Total	Cumulative Property Total	Cumulative Total
Pre-2006	293	672	965
Pre-2011	783	1545	2328
Pre-2016	2284	2052	4336
Pre-2021	2361	2532	**4893**

A crude 'reality check' on the final figure is to compare it with recent housing activity. The actual average annual completion over the ten year period is 276 units. This study identifies a potential annual average of approximately 257 dwellings per annum over a 19 year period based on the identification of potential capacity from previously developed land and conversion or development of existing property demonstrating a robust calculation of estimated capacity.

The table above demonstrates that achieving over 50% of the number of potential dwellings is dependent on the release of capacity from existing property. Most of the new development in Southend over the past ten years has been on previously developed land through redevelopment, infill and conversions on 'windfall' sites. It is recognised, however, that land in Southend is a finite resource and there is a stage where significantly more housing development would be harmful to the local environmental quality.

MEASURES TO ENCOURAGE SITE DEVELOPMENT

The discounting of the sites has been based on the realistic assumption that not all of the yield from sites identified as suitable for housing, or from estimates of particular capacity sources, is likely to be realised.

The Council is well placed to take the lead in identifying opportunities for residential development, marketing sites to developers and when necessary assisting with land assembly and with the relocation of existing businesses and occupiers. Measures that could be undertaken to encourage site development may include:

- providing design guidelines or development briefs for larger sites;
- negotiating with land owners to release the site for development;
- clarifying contamination issues;
- undertaking a study to determine the requirements for employment land;
- clarifying the proportion of site to be used for residential uses if there are competing uses;
- marketing the opportunities to developers;
- instigating environmental improvements;
- liaising with other Council departments on planning applications, negotiations and gap funding; and
- making use of Council Compulsory Purchase Powers.

INCREMENTAL INTENSIFICATION AND SUBDIVISION

In order to promote incremental intensification effectively, a vision is required as to how the urban area should develop. It will be necessary for the local authority to consider how to promote residential development in the light of more detailed analysis of local circumstances and development opportunities.

The Adopted Local Plan (1994) currently restricts subdivision and intensification on streets where the proportion of such schemes already exceeds 10%. The analysis of capacity from subdivision identifies that this source of capacity has been decreasing steadily from 21 completed units in 1994-95 to a recent annual average of 8 net completions.

However, the contribution to housing numbers from intensification of existing residential areas has been fairly steady from 190 net completions in 1994-95 to 206 in 2001-02 demonstrating that this form of development is a significant source of housing capacity.

This Study demonstrates that the 10% restriction could be retained or made more stringent in the review of the Local Plan to ensure protection of local residential amenities without affecting the ability of the Council to achieve the Structure Plan requirement. However, this would be dependent on measures to encourage site development, conversion of commercial

buildings (including living over the shop) and bringing empty homes back into use. A review of this policy would also need to consider the implications of encouraging new development in favour of intensifying existing developed areas. This policy should be reviewed within the context of future housing provision requirements identified by Regional Planning Guidance.

The provision and identification of additional residential capacity in Southend has significant implications for transport and infrastructure requirements within the Borough and also on the aims and objectives of the Local Transport Plan. The transport implications of any additional development will need to be assessed to ensure that adequate account has been taken of parking levels, existing and forecast congestion and delay, public transport provision and the availability of integrated transport facilities in the areas proposed for additional housing capacity.

It is recommended that new development should have regard to local transport strategies so that the provision of additional housing does not have a detrimental impact on either the existing transport network or on any policies to improve or regulate that network.

In line with PPG3 and in light of the Government's new urban renaissance agenda, it is recommended that a Residential Design Guide for the Borough is produced. It is important to achieve high quality development which looks at the transport implications of increasing densities, takes into account local context, any locally distinctive building forms, design features and building materials as well as expectations of privacy, light, outlook and garden size. Individual design solutions rather than standard house and flat designs should be expected. A Design Guide will provide a basis for consistency when dealing with planning applications and illustrate a commitment to design to everyone involved in the development process.

AFFORDABLE HOUSING

Housing Needs Studies in 1991 and 1996 suggested that any increase in the supply of housing accommodation is, unless specifically targeted, likely to produce an increase in in-migration rather than meet local housing needs. The study recommended that the Council should aim for an annual programme of 150 affordable homes in the four years 1997/98 to 2000/01. In the three years 1996/97 to 1999/00, 214 net affordable dwellings were provided. This under-provision means that a higher annual requirement is necessary to accommodate those in housing need.

The Council normally seeks the provision of 20% of the proposed dwelling units of a development site (which meets the threshold) to be in the form of affordable housing. The survey identified 12 sites which are likely to accommodate more than 25 units. The total number of potential units from these sites is 1,500. On the basis of 20% affordable housing these sites would provide 300 affordable homes up to 2021.

It is recommended that the local authority seek to adopt a lower threshold in order to try and meet the housing need shortfall. A threshold of 15 or more dwellings would result in an additional 8 sites (145 dwellings) with a total capacity of 1,645 units. On the basis of, for example, 50% affordable housing provision, these sites would provide 823 affordable homes between 2002 and 2021.

It is likely that this figure will still fall short of the requirement necessary to accommodate those in housing need over the 19 year period and alternative ways of providing affordable homes will need to be pursued to tackle the shortfall. However, it is worth bearing in mind that the figure will be supplemented by affordable homes resulting from the conversion or redevelopment of existing property. It is recommended that the requirement for affordable housing provision on development sites is reviewed in light of the new Housing Needs assessment. The implications of new affordable housing policies in adjoining or similar boroughs should also be reviewed to identify the success of pursuing lower thresholds and higher proportions per site.

MONITORING

The Regional Advice Note – *Ensuring Greater Consistency in the Approach to Urban Capacity Studies in the East of England* - seeks to ensure greater consistency through a systematic approach to recording and tracking urban capacity study results. It suggests that Councils use 'tracking forms' as part of their tracking and monitoring system.

The site specific data collected to inform this study is stored in an Access database and linked to a GIS mapping package which identifies each site and allows it to be tracked over time. The data provided for each site is consistent with the information required on the sample tracking form and should be amended as the constraints are addressed or as sites are developed to keep the database up-to-date.

This study has provided capacity from land sources and property sources and translated the capacity from these sources into the relevant time periods. It is possible to manipulate the database to look at the potential capacity from each source of supply from land over each time period. The potential from each property source can also be broken down as required.

1. BACKGROUND

1.1 In March 2002, Atkins was commissioned by Southend Borough Council to undertake an urban housing capacity study for the Borough. This Report is the culmination of the study and sets out our best estimate of the urban housing capacity of Southend in the 19 year period from Spring 2002 to 2021.

GOVERNMENT OBJECTIVES

1.2 The Government intends that everyone should have the opportunity of a decent home. They further intend that there should be greater choice of housing and that housing should not reinforce social distinctions. The housing needs of all in the community should be recognised, including those requiring affordable or special needs housing.

1.3 To promote more sustainable patterns of development and make better use of previously-developed land, the focus for additional housing should be existing towns and cities. New housing development should be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life.

PLAN, MONITOR AND MANAGE

1.4 Planning Policy Guidance Note 3: Housing (PPG3) sets out a new policy direction for the delivery of housing through the planning system based upon the 'plan, monitor and manage' approach. In assessing urban housing capacity, PPG3 highlights the principles laid down in the guidance "Tapping the Potential – Assessing Urban Housing Capacity: Towards Better Practice" published in December 2000.

1.5 Both PPG3 and Tapping the Potential stress that an essential feature of the "plan, monitor and manage" approach is that new homes are provided in the right place, and at the right time. Priority should be given to re-using previously developed land within urban areas, bringing empty homes back into use and converting existing buildings in preference to the development of greenfield sites.

National Target

1.6 By 2008 60% of additional housing should be provided on previously-developed land and through conversions of existing buildings.

1.7 In order to make the best use of the potential to recycle land and buildings in any one location, PPG3 has for the first time set out the expectation that all local planning authorities should undertake urban housing capacity studies. These studies are now at the heart of the planning for housing process, and form the basis for both the sequential approach and the managed release of sites.

URBAN RENAISSANCE

1.8 The Government, in its Urban White Paper (2001) reiterates its aim to create high quality towns and cities which people can be proud to live in. They must be attractive, clean, safe and well cared-for, combining vitality and interest with practicality, sensitivity to the environment and continuity with the past. They must be well designed and planned, and make the best use of previously-developed land and existing buildings.

1.9 To grasp this opportunity there is a need to make brownfield land and empty properties fit for new purposes, clean them up where they are contaminated and turn them back into community assets whether it be as homes, new businesses or as new areas of open recreational space.

1.10 Action is therefore needed to:

- get empty property back into use and tackle low demand housing areas;
- identify brownfield sites and assemble large areas of brownfield land for redevelopment;
- reclaim contaminated land;
- encourage investment and return of enterprise to brownfield areas; and
- make sure regeneration agencies like the Regional Development Agencies, English Partnerships and the Thames Gateway Partnership have the tools needed to bring about change.

Summary of Guidance to be taken into account;

- Planning Policy Guidance Note No. 12: Development Plans
- Planning Policy Guidance Note No. 3: Housing (2000)
- Circular 6/98 Planning and Affordable Housing (1998)

- Tapping the Potential – Assessing Urban Housing Capacity: Towards Better Practice (2000)
- Monitoring the Delivery of Housing through the Planning System: A Good Practice Guide (2000)
- Planning to Deliver – The Managed Release of Housing Sites: Towards Better Practice (Draft for Consultation) (2000)
- Housing Policy Statement, Quality and Choice: A decent home for all – the Way Forward for Housing (2000)
- Urban White Paper: Our towns and Cities: the future – Delivering an Urban Renaissance (2000) (see also the Urban White Paper Implementation Bulletin – September 2001)
- Regional Planning Guidance for the South East (RPG9) (2001)
- Thames Gateway South Essex – A Vision for the Future (2001)
- Adopted Essex and Southend–on-Sea Replacement Structure Plan (2001)
- Adopted Southend-on-Sea Local Transport Plan (2001/2 to 2005/6)
- Southend-on-Sea Borough Local Plan (March 1994)
- Southend-on-Sea Borough Local Plan First Alteration (October 1997)
- Southend-on-Sea Borough Local Plan 2nd Alteration (March 1999)
- Replacement Borough Local Plan – Issues Report (2001)
- Vehicle Parking Standards – Essex Planning Officers Association (2001)
- Planning Policy Guidance Note 13 – Transport (2001)
- Review of Essex and Southend-on-Sea Replacement Structure Plan – Study of Strategic Urban Capacity - Buro Happold/EDAW on behalf of Southend Borough and Essex County Councils (2001).

2. SOUTHEND – NATIONAL AND REGIONAL FRAMEWORK

2.1 At national, regional and Structure Plan level there are three key approaches to development which are crucial to Southend. They are – Sustainable Development; Urban Renaissance; and the Thames Gateway Priority Area for Economic Regeneration. These key approaches will be at the heart of the new Southend-on-Sea Borough Local Plan.

Sustainable Development

2.2 In planning terms, sustainable development is more than just protecting the environment and conserving the countryside. It is about balancing these conservation needs with the need to improve people's lives by providing suitable and accessible homes, jobs, leisure, education and other facilities. It is also about achieving this in a way that positively enhances both the natural and built environment.

2.3 At the national, regional and structure plan level the concept of sustainability has been translated into a planning policy framework which aims to:

- concentrate development in urban areas and make best use of existing land and buildings;
- provide for a balanced mix of uses which are accessible to all by an integrated transportation system;
- improve the quality of life for people by providing for economic success;
- promote high quality environments through good design; and
- protect natural resources and special features such as nationally and internationally designated wildlife sites.

Urban Renaissance

2.4 Urban renaissance seeks to make urban areas the focus of development and activity. However, concentrating development in urban areas like Southend requires careful consideration. Building more into a small area could damage towns and cities. 'Town cramming' as it is known, can result in the loss of vital open spaces, increase congestion and on-street parking levels to the detriment of local amenities and the

character of an area, and put services under strain. Urban Renaissance is, therefore, also about the complementary action needed to ensure this does not happen. It is about creating a quality of life that makes living in the town desirable – that includes quality development, making better use of land and energy and increasing the sense of community.

2.5 A good quality of life means ensuring that the economy, society and environment grow and develop in a balanced way. This approach to urban areas should include the protection and enhancement of the built heritage, open spaces and recreational and cultural activities. In addition reduction in pollution and noise are important.

The Thames Gateway – Priority Area for Economic Regeneration

2.6 The regeneration of the Thames Gateway is a national priority for the Government and as a result both Regional Planning Guidance for the South East and the adopted Essex and Southend-on-Sea Replacement Structure Plan contain policies which reinforce this priority. These policies aim to bring about sustained economic recovery and regeneration across the area. The implementation of well-defined regeneration strategies is therefore a priority at all levels of government.

2.7 Southend has been included in a regeneration initiative called the Thames Gateway. The original Thames Gateway area comprised parts of Thurrock, East London and north Kent. Its boundary has now been extended on the north side of the Thames to include Southend (including London Southend Airport in neighbouring Rochford district), Castle Point, parts of Basildon and an increased proportion of Thurrock.

2.8 A vision statement has been drawn up by the Thames Gateway South Essex Partnership, in consultation with key stakeholders. The overriding aim is to provide an improved quality of life for all the people of South Essex and to allow the area to participate, via the Thames Gateway initiative, in the prosperity of the wider South East and East of England.

2.9 To realise this opportunity, the **Thames Gateway South Essex Partnership** has been formed to:

- improve skills and employment opportunities across a range of economic sectors, and promote a competitive business environment by stimulating the creation of effective business support networks linked to research institutions;
- secure leading edge infrastructure, particularly in terms of improved and sustainable transport;

- secure investment and site development to promote urban renaissance and provide employment opportunities;

- create a high quality and sustainable urban and rural environment which enhances the natural assets of the area and harnesses features such as the River Thames;

- improve the health and well-being of communities throughout South Essex; and

- promote a high profile and positive image of Thames Gateway South Essex and market the opportunities in the area for investment and development.

2.10 To promote the strengths and diversity of Thames Gateway South Essex, this approach will be based on a framework of complementary visions for regeneration hubs centred upon Southend, Thurrock and Basildon to secure:

- **Southend and Rochford**: as a cultural and intellectual hub and a higher education centre of excellence for South Essex.

- **Thurrock**: as a world leading logistics hub and exemplar for community development, learning and enterprise for South Essex.

- **Basildon and Castle Point**: as a business hub for South Essex.

2.11 The key objectives for South Essex will be supported by specific objectives for each of the three 'hubs'.

A VISION FOR SOUTHEND AND ROCHFORD

- to transform Southend on Sea into a **thriving cultural hub** for South Essex, by developing its cultural strategy, beach facilities, resort and tourism facilities and leisure attractions, and the overall environmental quality of Southend and its environs;

- to develop the **university** facilities, expanding upon the new Southend town centre campus to provide a sustainable and accessible facility for South Essex; and

- to **improve the accessibility** of Southend and Rochford by improving surface access by road and rail and upgrading London (Southend) Airport to support stronger business links with Europe.

3. SOUTHEND – LOCAL CONTEXT

3.1 Southend is the fifth largest urban area in South East England outside London with a population of over 160,000 people (2001 Census). At 38 persons per hectare, the Borough has by far the highest population density in the former County of Essex and the second highest density in the East of England. Southend's population has remained constant over the last decade at just over 160,000 residents. During this time the age profile has become increasingly younger. The need to provide housing, leisure facilities, employment and education opportunities, and health care facilities for local residents in a sustainable, focussed way will be a real challenge for the future.

3.2 A key feature of Southend is it's already densely developed nature and lack of additional land resources. The Green Belt boundary is drawn tightly around the existing built up area, and the limited areas of undeveloped land within it are also, for the most part, of high nature conservation, agricultural or amenity value protected through landscape, open space or nature conservation policies.

3.3 The town also fulfils a major role as a housing centre with approximately 71,000 dwellings. However, due to limited land resources and environmental constraints, Southend will find it difficult to meet the housing needs of its own population. As a result, housing needs and homelessness represents an important issue facing the town. In addition, there is an increasing need to find accommodation for people coming to Southend from other areas, particularly the London Boroughs.

3.4 The town's environment is suffering from high levels of congestion. Competing development pressures for housing, retail warehousing, employment uses etc are beginning to erode the town's valuable open space and important wildlife habitats. There are also areas within the Borough in need of regeneration to promote economic growth, social inclusion and environmental improvements. These areas often suffer from low levels of investment in buildings and the street scene.

3.5 Southend's economy is influenced, to a significant degree, by its proximity to London. The Town is a contributor to the London World City economy by virtue of the labour it supplies. 11,000 residents daily commute to London to work. Paradoxically this closeness to the capital causes problems for Southend. This is because London is a major competitor for labour and investment, making it difficult for Southend to attract investment and to develop local opportunities for the people of the town.

3.6 Southend has the highest unemployment rate (4.2% January 2002) in the County of Essex. There are pockets of acute unemployment, with a rate of 10.1% for example in the central Southend ward of Milton. Victoria and Milton Wards are acknowledged as the most deprived within the Borough. In addition, parts of Shoeburyness have severe unemployment and social problems.

3.7 The significance of these problems has been highlighted in independent economic studies whose employment forecasts indicate that, if the market is left to its own devices, the Borough of Southend will lose an additional 3,500 jobs by the year 2011. In addition, local studies of economic potential have highlighted a number of structural problems in the town, including declining local employment sectors and difficulty in attracting inward investment. There is a continuing trend in high numbers of business start-ups and closures, which is cause for concern. These findings clearly indicate that without intervention, or with the wrong policy choices, a vicious cycle of decline will become established. It is therefore essential that action is taken to successfully regenerate the economy of the town.

LOCAL TRANSPORT PLAN

3.8 The Southend-on-Sea Local Transport Plan was adopted by the Borough Council and submitted to Government for approval in July 2000. The Local Transport Plan Strategy seeks to take advantage of a number of local characteristics, particularly the town's high density of population, linear urban form and present transport pattern, to develop an integrated rail, road and river policy and the potential of London Southend Airport. This will help to deliver a more efficient use of the existing transport network, widen travel choice, reduce congestion and improve the accessibility of the town.

3.9 Lifting the access constraints is seen as one of the single most beneficial actions that could be taken to promote economic regeneration and growth in Southend. Improvements to accessibility will be crucial to realising a number of development opportunities in the town and to the successful development of the local business and tourism economies.

3.10 The Local Transport Plan provides for a five-year implementation programme of schemes until 2006, set within the context of a longer-term strategy.

3.11 A cornerstone of the Plan's strategy is the concept of Environmental Rooms and Distributors'. This has been developed to establish a rationale across the Borough for the movement of traffic and for the implementation of environmental enhancements in residential areas; these include road safety measures, bridge improvements and priorities for highway and footway maintenance.

3.12 The scheme identifies;

- Those main roads in the town, "distributors", whose principal function is to distribute traffic. On these roads traffic obstructions should be kept to the minimum.
- Those areas bounded by the distributors are identified as "environmental rooms" within which the quality of the local environment will have priority.

3.13 The identification of "Environmental Rooms" provides the opportunity to introduce a series of environmental improvements and safety measures such as the introduction of 20mph zones, traffic calming and other related measures giving priority to people over traffic.

3.14 The Borough Local Plan should reinforce the provisions of the Local Transport Plan by protecting such areas from inappropriate development that would harm the character of the area, particularly where it would generate significant traffic movements and exacerbate the problems within areas suffering from on-street parking stress. Additionally, it should promote appropriate and high quality development where this would contribute to meeting the town's development needs, regeneration needs and its requirements for an attractive urban environment. This is particularly so where the transport network and the Local Transport Plan create sustainable opportunities.

3.15 Policies and proposals in the Borough Local Plan should, therefore, facilitate the implementation of the Local Transport Plan's proposals. Consequently, transportation improvements will contribute to the effective delivery of proposals in the Borough Local Plan. In this way, integration between the Local Transport Plan and Borough Local Plan will promote significant development opportunities, improve quality of life and regenerate Southend.

REPLACEMENT BOROUGH LOCAL PLAN: ISSUES REPORT

3.16 The Borough Local Plan must contribute to the overall social, economic and environmental objectives for the area. An Issues Report, the first stage in the production of a Replacement Local Plan for the Borough, has now been prepared. It marks the start of a series of public consultations the Council will carry out as it reviews the existing Borough Local Plan. The new Local Plan will deal with the planning issues the town will face in the next 20 years.

3.17 Southend must fulfil a wide range of functions for its residents, visitors and business community. Often these functions come into conflict with each other or place competing demands on resources. The Borough Local Plan must try to resolve the

conflicts between competing demands for land. This is particularly important in Southend where the land available to meet all the needs identified is in short supply.

3.18 The single most important issue facing the town is the need for economic regeneration and investment. This means that the priority will be to create jobs for the people of the town, employment land being a resource that should not be given over to other uses. In line with sustainability and urban renaissance objectives the Issues Report proposes that new development should:

"make the best possible use of existing land and buildings within the Borough, ensuring that at all times new development is of the highest quality, respects the environment and contributes to the renaissance of Southend."

4. APPROACH AND METHODOLOGY

STRATEGIC URBAN CAPACITY STUDIES

4.1 Essex County Council and Southend Borough Council appointed consultants to undertake a study of strategic urban capacity including designing a process (an "Essex methodology") to provide for an internally consistent and robust view of urban capacity for the whole of the Structure Plan area, and its constituent Boroughs/Districts. Figure 4.1 illustrates the basic structure and principles of the common Essex methodology. The methodology set out in this report is broadly consistent with the emerging strategic methodology.

4.2 Work is also being undertaken by the East of England Urban Capacity Task Group to promote robustness and consistency within the region as required by Government guidance. The information and requirements arising from this work has informed this study.

STUDY OBJECTIVES

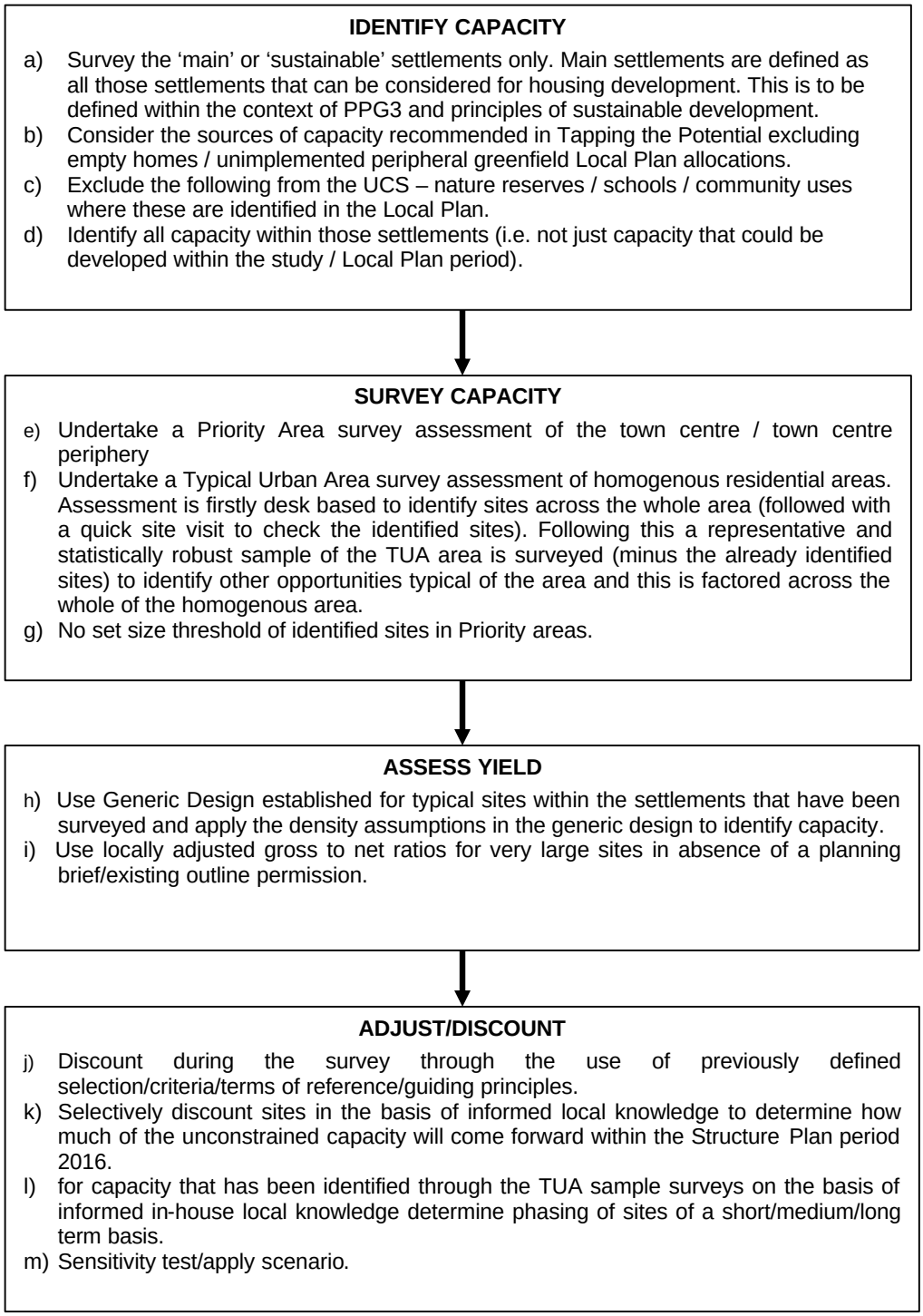
4.3 The Urban Housing Capacity Study will help inform the proposals and policies to provide homes in the Borough Local Plan. The task of the Borough Local Plan is to manage the provision of housing in ways which balance and support the Borough's characteristics and opportunities, the nature of the development processes at work and the needs of people who will want to live here in the future. The Study recognises these components and is developed within the context of PPG3, other relevant national and regional Government Planning Guidance and Good Practice Guides, and other relevant documents listed in Section 1.

4.4 The primary objective of this Study is to:

Carry out an urban capacity study for the Southend-on-Sea Borough Council area while taking account of the wider sub-regional and regional context and based on an approach which is both robust and is consistent with:

- *the Government good practice guidance and relevant planning policy guidance;*
- *the emerging sub-regional and regional Urban Capacity methodological frameworks; and*
- *the regional, sub-regional and local planning policy context.*

Figure 4.1 - Essex CC Methodology



STUDY METHODOLOGY

4.5 The approach adopted is strongly guided by "Tapping the Potential", while at the same time retaining flexibility in order to allow for local circumstances. The study is compiled from information sources already available from the Borough Council and is complemented by original research as necessary.

Identifying and Assessing the Capacity

4.6 The methodology used to calculate the urban housing capacity of Southend involves estimating the future development potential or capacity of previously developed land and the capacity from converting or subdividing existing property.

Potential Capacity from Land

4.7 A three stage process is applied to identify the estimated capacity of previously developed land and is best summarised as follows:

1. Comprehensive survey of all the potential sites within the Borough;

2. Application of density levels by reference to sustainability criteria as appropriate;

3. Deployment of a design-led approach for a number of larger sites (over 0.4ha) in selected areas to illustrate the maximum potential and provide a 'reality check' on the density assumptions.

4.8 Due to the size of the Borough of Southend-on-Sea, it was considered that a comprehensive survey of sites would be possible within the timescale of the study. This provides a more robust assessment of capacity than assessing a sample of a Typical Urban Area.

4.9 The use of this approach will ensure that the study is tailored to the national policy objective, explicit in government guidance, to intensify new development in the most accessible and sustainable locations.

Potential from Property

4.10 The stock of existing property may also yield housing potential. The total potential can only be reached after the application of appropriate yardsticks to the stock of existing property to calculate the potential from: sub-divisions; living above the shop; empty homes; intensification; and non-residential conversion.

Table 4.1 – Sources of Capacity

SOURCE OF CAPACITY	
Potential from Land: **i.e. previously developed land and buildings**	Previously developed vacant land Vacant Buildings Derelict land and buildings Land currently in use where it is known there is potential for redevelopment (from NLUD and Local Plan)
Potential from Property: **i.e. windfalls through redevelopment or conversion of existing buildings**	Subdivision of existing housing 'Living over the shop' (LOTS) Empty Homes Intensification of existing residential areas Conversion of commercial and other non-residential buildings

Discounting

4.11 Following this methodical and transparent approach to identifying the maximum potential, a process of "discounting" must be undertaken. Discounting is the stage necessary to convert a figure of theoretical potential into actual realisable capacity, reflecting local circumstances. This involves looking at the potential capacity in relation to knowledge of: physical and ownership constraints; our own market knowledge, through commercial surveyors Lambert Smith Hampton in particular; by testing relevant propositions with local agents and builders; and in dialogue with Council officers which results in a more realistic assessment of capacity. This potential capacity then becomes 'constrained' capacity (see Figure 4.2).

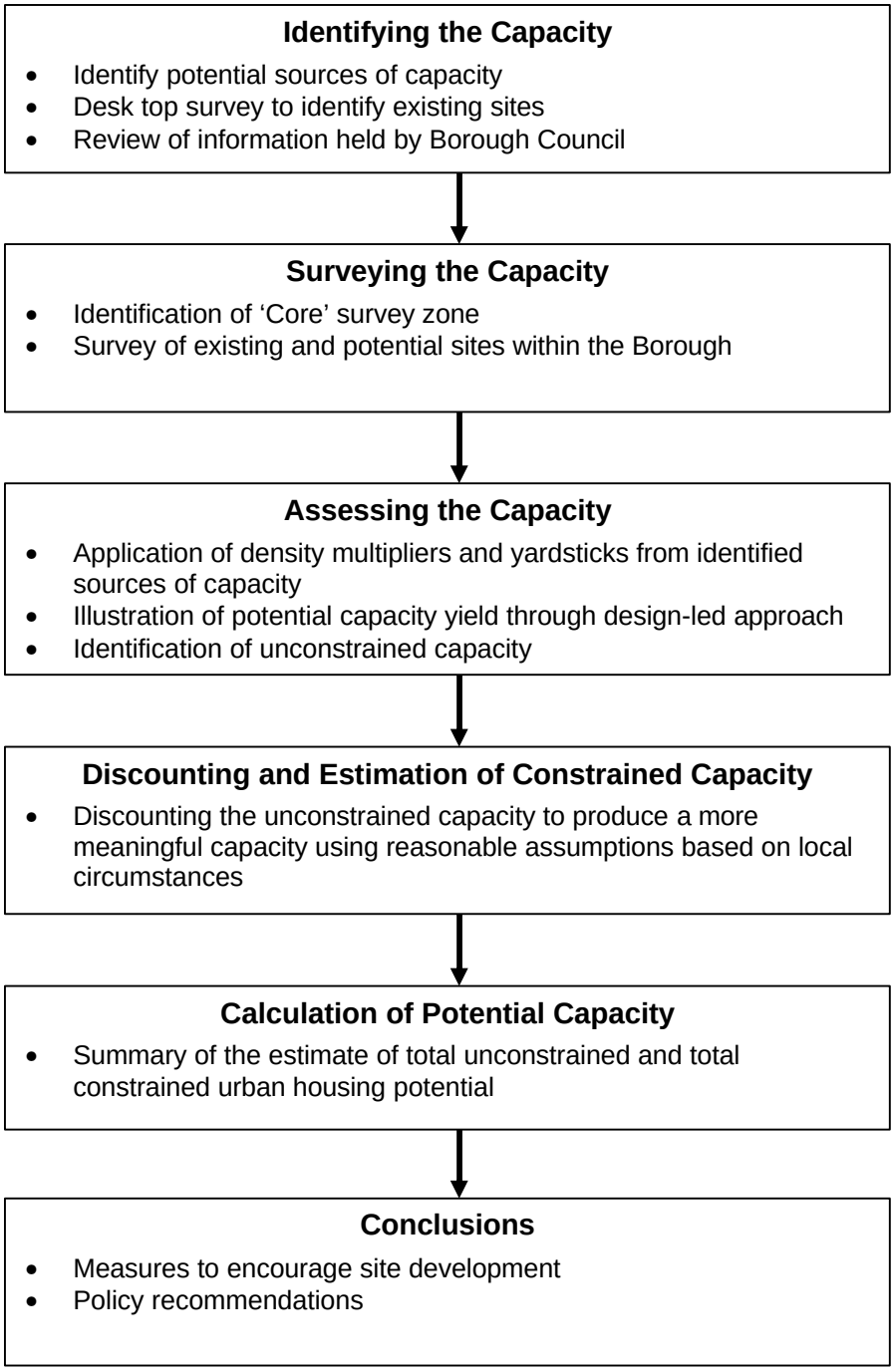
4.12 The resultant urban housing capacity figure represents the number of new dwellings that may realistically be provided on previously developed sites and existing property. As such, it will be a key determinant of planning policy locally, as the Local Plan is reviewed. To accord with relevant plan timescales, capacity is expressed in terms of pre-2006, pre-2011, pre-2016 and pre-2021 dependent upon whether or not development prior to the specified year is constrained for any reason.

4.13 In identifying potential it is important not to inadvertently double-count sources or to discount potential prematurely. Therefore, the clear distinction that has been maintained between the stages and the structure of this document reflects that approach.

4.14 This report is structured under the following headings representing the different stages of the study:

- Identifying Capacity Resources.
- Surveying the Capacity.
- Assessing the Capacity.
- Discounting.
- Estimating Constrained Capacity.
- The Concluding Calculation.
- Managing the Change.

Figure 4.2 – Study Methodology



5. IDENTIFYING AND SURVEYING CAPACITY RESOURCES

5.1 Following the approach advocated in PPG3, previously developed land in unsustainable locations, and greenfield sites in sustainable locations are excluded from the concept of urban housing capacity and therefore do not count towards the urban housing potential and, ultimately, capacity.

5.2 On that basis, existing commitments, e.g. sites with planning permission and allocated sites are not necessarily urban housing capacity. As a concept, it is therefore quite distinct from the more traditional concept of housing land availability. The application of PPG3 will mean that the actuality of urban housing capacity studies and housing land availability will become, over time, more closely aligned, as allocations are reviewed and unimplemented permissions lapse, but the two should not be confused.

Identification of a Core Zone

5.3 The survey of urban housing potential concentrated on areas within a sustainable core (core zone), i.e. those areas being accessible to services and facilities by a means of transport other than the private car. Such areas have been categorised as those meeting the following well-established criteria:

a. Within 800 metres of a defined shopping area. Identified as a comfortable walking distance in "Better by Design: A companion guide to PPG3", published by the DETR in 2001.

b. Within 800 metres of a public transport node. "Planning for Public Transport in Development", published in 1999 by the Institution of Highways & Transportation, recommended that new development should be located so that public transport trips (such as a railway station or bus interchange) involve a walking distance of less than 800 metres.

c. Within 400 metres of a regular bus route. Guidelines originally issued by the Government in 1973 are to the effect that new development should be located within a 5 minute walk (equating to 400 metres) of a regular bus service.

5.4 All the distances have been plotted through a transport accessibility model and are illustrated on a Geographical Information System (GIS) base as Appendix A. It demonstrates that all of the built environment of Southend falls within the core zone.

5.5 Having defined an area of search, a sieving exercise was undertaken, so as to exclude from the core zone, land which was unlikely to yield significant potential. This includes:

- Protected Open Space including allotments;
- Greenbelt; and
- SSSI's, nature reserves etc.

5.6 The findings of recent local economic studies (x-ref para 3.6-3.7) clearly indicate that without intervention, or with the wrong policy choices, a vicious cycle of economic decline will become established in Southend. It is therefore essential that action is taken to successfully regenerate the economy of the town in line with the aims of the Thames Gateway South Essex Partnership. For this reason, allocated employment sites were also excluded from the search.

SURVEYING THE CAPACITY

5.7 The survey method involved a desk study, using OS mapping and aerial photography to identify sites, followed by site visits. A small team of surveyors was used, comprehensive guidance was given prior to commencing survey work, and random checks were carried out to ensure consistency and quality.

5.8 All the sites were registered on an Access database and plotted on a GIS base. Information gained through the physical inspection of sites, e.g. present use, access and surroundings, was registered on the database and used to inform physical constraints to development and future potential capacity.

5.9 Checks were undertaken to ensure that sites with planning permission were excluded from the potential capacity to avoid double counting.

5.10 Certain parts of the core zone have been identified by the Local Authority in the Replacement Borough Local Plan Issues Report as 'Priority Regeneration Areas', where urban regeneration aspirations apply. These are traditional areas of commerce and industry which have become outmoded but could contribute significantly to the economic prosperity and well being of the town. Site surveys have been undertaken of the following regeneration areas to assess the potential for additional housing development within these areas, namely:

- The Town Centre;
- Central Seafront Area;

- London Road Corridor;
- Southchurch Road Corridor;
- Victoria Avenue Office Area;
- Prittlewell Enhancement Area;
- Hamlet Court Road Shopping Centre;
- North Road/Salisbury Avenue.

5.11 The boundaries of these areas were checked by the consultants during their site surveys. Housing development here is considered to be highly beneficial, and a more focussed approach, particularly in the town centre is considered to be appropriate.

5.12 An OS base of Southend plus the Local Plan proposals map were loaded onto GIS. The National Land Use Database (NLUD) sites were also loaded onto the GIS base along with the Southend ward boundaries and Priority Urban Areas. This formed the base map for the Urban Capacity Study.

5.13 The database incorporates the following sites:

- sites over 0.4 ha identified through desk top study and site visit;
- sites under 0.4 ha identified through desk top study and site visit;
- NLUD sites over and under 0.4 ha without planning permission; and
- allocated housing sites within the Local Plan.

5.14 The study also identified and plotted Typical Urban Areas (TUAs) (see Appendix B). The TUAs provide the basis for more detailed area analysis. The identification of TUAs demonstrates that there are areas of the Borough which may not be able to accommodate further residential development or subdivision without resulting in a deterioration of the local environmental quality through for example, loss of local character, increased congestion and on-street parking. This is discussed in more detail in chapter 10.

5.15 Table 5.1 identifies sources of data interrogated. The potential capacity from land is calculated using density multiplier and design-led approaches whereas the potential windfall capacity from property is calculated using various yardsticks applied to local circumstances or through an investigation of past trends.

Table 5.1: Identifying and Surveying the Capacity

SOURCE	METHOD
Previously Developed Land (PDL), vacant and derelict land and buildings	**Desk Top Survey, Comprehensive Site Survey and Design-led Case Studies** • Sites identified through Local Plan allocations, National Land Use Database (NLUD) and site visits. • Sites illustrated on a Geographical Information System and recorded on a linked Access database. • Case Studies undertaken to illustrate how higher densities can be achieved through good design and to provide a 'reality check' against the database calculations. • Potential capacity of identified sites calculated based on density multipliers.
Conversion of Commercial Buildings	**Past Trends, Case Study** • Identify contribution of conversions to increasing housing capacity over past years, use to forecast future potential. • Case study to identify number of units which could be provided through conversion of the Prudential Office block in Southend-on-Sea town centre.
Flats over Shops	**Yardsticks/Past trends** • Schemes tend to be small and therefore difficult to measure on a site by site basis. • Absence of necessary property survey data to use yardstick approach. • Calculation of potential capacity will be informed by past trends.
Subdivision of Existing Housing	**Past Trends** • Informed by past trends.
Empty Homes	**Yardsticks** • Identify through Housing Investment Programme (HIP) returns.
Intensification of Existing Areas	**Multipliers/Past Trends** • Use of Dwelling Potential Indices. • Informed by past trends.

6. ASSESSING THE CAPACITY

METHODOLOGY

6.1 Sources of housing capacity have been put into two categories: the potential capacity from previously-developed land sources which can be identified physically e.g. on maps and site visits; and the potential capacity from property where estimation is required from the existing stock of property (flats over shops, sub-division, conversion of commercial buildings and intensification).

6.2 A range of multipliers and formulas have been developed to calculate the potential housing capacity from land and property. The assessment of this potential is discussed in more detail below.

POTENTIAL FROM LAND

6.3 The potential capacity from land is calculated by multiplying the site area with an assumed density. The assumed densities are geared to the accessibility of sites by non-car modes. Areas most accessible to facilities, transport nodes and bus routes are considered to merit the highest density assumptions, regardless of existing densities, whereas the least accessible areas, typically accessible to a single regular bus route, only merit development at the PPG3 “minimum” of 30dph (PPG3 encourages housing development between 30 and 50 dwellings per hectare).

6.4 Table 6.1 illustrates how the densities relate to the three basic locational criteria discussed in paragraph 5.3, i.e.:

1. Within 800 metres of a defined shopping area.

2. Within 800 metres of a public transport node/train station.

3. Within 400 metres of a regular bus route.

Table 6.1 – Density Assumptions

No. of Criteria Met	Net Density (dwellings per hectare)
3	50
2	40
1	30
0	0

6.5 Town centre sites were given a density assumption of 100 dwellings per hectare as it was assumed that this area would support higher densities due to its different development patterns (i.e. potential for development over 2 storeys), proximity to central services and facilities and the main public transport interchange.

DESIGN-LED APPROACH

6.6 The purpose of the design work was to explore the types of design solution which could lead to the creation of sustainable, high quality residential, town centre and local centre environments. The densities achieved by these schemes are used later in the study to provide a reality check against the capacity calculations described above.

6.7 Four different sites were identified in the Borough in consultation with the Local Authority. The results of the case studies are discussed in chapter 8 and illustrated in Appendix C.

6.8 It should be made clear that the sites illustrated were selected to provide a cross section of the sites identified by the study. They are not intended to imply that the Council favours these sites over others, or that the Council is necessarily committed to their development in principle or in the form shown.

POTENTIAL FROM PROPERTY

6.9 Yardsticks supported by past trends have been used to assess the potential capacity from subdivision or conversion of existing property in the Borough.

Subdivision of Existing Housing

6.10 Tapping the Potential comments that “theoretical potential is enormous if it were assumed that across the country every large house could be subdivided” but stresses that the key concern (for capacity studies) “is to establish a realistic appraisal of potential from subdivision”.

6.11 This study will look at past trends to identify how this source of capacity is contributing to housing numbers in Southend.

Living Over The Shop (LOTS)

6.12 In the absence of detailed property-specific survey data it is necessary to use the 'yardstick' approach described in Tapping the Potential to estimate the potential dwelling capacity from vacant upper storeys over "shops" (including Use Class A2 and A3 premises). We have taken the view that there are two reasonably robust yardstick approaches available deploying published retail data. These are the "floorspace" method and the "unit" method.

6.13 The floorspace method assumes that the potentially available space is equivalent to a third of the retail floor area and that a third of this could be converted or brought back into use. The unit method assumes a potential capacity of roughly one residential unit for every shop less the number of existing units over shops.

6.14 The advantage of deploying both methods is that they act as a mutual check, the distorting effect of superstores and retail warehouses being eliminated by the unit method, while the uncritically comprehensive approach implicit in the floorspace method can be taken as compensatory for the omission of small local parades of shops within the relevant settlements, potentially an important omission according to Tapping the Potential.

6.15 A retail study is currently being undertaken to gather data on retail floorspace within the county to inform the Structure Plan. Due to the lack of comprehensive data across the Borough, therefore, a 'pilot' capacity estimate has been undertaken for the local centres of Leigh and Westcliff. This calculation will not inform the overall capacity of the Borough but will illustrate the potential for Living over the Shop in these areas.

6.16 The overall borough-wide capacity will be informed by an analysis of past trends. The yardstick calculation above will provide a 'reality check'.

Empty Homes

6.17 A certain level of vacancy in the housing stock is inevitable (simply a function of the normal housing market) and therefore our approach focuses on the difference between the vacancy rate for Southend and the Regional average, the difference, if any, accounting for the unconstrained potential assumed Borough wide. This approach is echoed in Tapping the Potential. More localised analysis is largely dependent upon the technical data available. Much of the data on this source is held within the Council tax database. Unfortunately, due to data protection reasons, it is

difficult to extract information from this source. Figures have been obtained from the Housing Investment Programme Returns.

Conversion of Commercial Buildings

6.18 Further to discussions with the Borough Council it has been established that there have been recent conversions of office blocks in the town centre for residential use. One of the case studies identified for the design-led approach looks at the potential capacity which can be derived from this form of development. Past conversion trends will be analysed to forecast future potential capacity from this source.

Intensification

6.19 Intensification is the process whereby existing residential areas are progressively redeveloped. This typically occurs in long established city suburbs where high demand for good quality smaller units coincides with the availability of substantial, possibly decaying, older detached properties on larger plots. Plot values for redevelopment must substantially exceed the value of the individual existing properties for this process to occur. In Southend, most of the residential areas are accessible to the town centre with potential for commuting to London.

6.20 The potential from intensification is calculated by the application of "Dwelling Potential Indices" (DPIs) derived from work undertaken by Urban Initiatives and Chesterton and referenced in Tapping the Potential, tailored to the circumstances of Southend. DPIs are an expression of the ratio between the numbers of an existing type of property and the theoretical physical potential for inserting additional properties within the existing residential environment. For example, a DPI of, say, 1.80 suggests low density, loosely planned development with great scope for intensification, involving an 80% increase in dwellings overall. Similarly, a DPI of 1.01 would suggest an existing dense form of development, with the potential to increase the number of dwellings by only 1%.

6.21 The indices can be adapted to the principal house type categories in the 1991 Census. Because in this study we are primarily concerned with the residual small sites potential of existing residential areas and the numbers in any particular location are relatively small we are inclined to the view that broad categories and simple "of the order of" indices are perfectly adequate, obviating the need for excessively complex sums for questionable enhancements of accuracy. In line with the recommendations of the Urban Initiatives study, the following DPIs are used:

Table 6.2 – Dwelling Potential Indices

House Type	DPI
Detached (low density)	1.70
Detached (estate & general)	1.05
Semi Detached	1.01
Terraced	1.00
Flats	1.10

6.22 The DPI's are applied to the various categories of housing in Southend, primarily on the basis of 1991 Census figures but manually adjusted to account for the principal areas of low density detached housing, from which the previously identified small site potential is deducted.

7. DISCOUNTING

7.1 The Urban Housing Potential discussed in Chapter 6 is intrinsically theoretical. Based on reasonable assumptions regarding density within a framework of policy objectives (e.g. PPG3) and cultural preferences (e.g. general antipathy to high-rise), it is a conceptual statement of what could be built rather than a practical assessment of what is realistically capable of being built. It is therefore referred to as the "unconstrained capacity". It cannot be relied upon in any practical sense for development planning purposes. A better informed estimate is therefore required. This is achieved by discounting, sometimes very heavily, the unconstrained capacity figures to achieve figures that are meaningful in the context of real-world local circumstances, i.e. constrained capacity. Tapping the Potential recognises that discounting is one of the most problematic areas of urban capacity studies as it is an inherently judgemental process.

POTENTIAL FROM LAND

7.2 When considering the discounting of potential from previously developed land, the considerations to be taken into account are summarised in "Tapping the Potential" as "Developability", "Market Viability", "Local Character" and "Planning Standards". In respect of the latter two circumstantial considerations, Tapping the Potential emphasises the choices available to the local planning authority and counsels against conservative assumptions regarding the ability of areas to absorb new development without detriment to character and rigid adherence to inherited standards pre-dating more recent policy imperatives.

7.3 Subject to these considerations, therefore, the three major factors to be taken into account in discounting from unconstrained capacity are;

1. Tangible impediments including ownership, access, infrastructure, and contamination.

2. Market circumstances. The degree to which impediments can be overcome is primarily dictated by the strength or otherwise of the market.

3. Choices to be exercised by the local planning authority.

7.4 The preferred method of discounting in this study takes on board factors 1 and 2, balancing them against each other to indicate the probability or otherwise of development occurring. The third factor embodies choices that can only be exercised by the local planning authority and logically follows the discounting

according to 1 and 2 rather than being integral to the capacity estimated by this study. This is not to suggest that the third factor is in any way unimportant: It clearly is. Rather we consider that approaching the matter in this way facilitates transparency where there are good planning reasons to forego the realisation of urban housing potential.

7.5 The discounting method therefore relies primarily upon market perceptions and known constraints to development in order to produce a realistic global estimate of the urban housing capacity. Housebuilding and agency interests were consulted along with Council Officers as an integral part of the discounting process during a one day workshop which took place on 8th August 2002 (see Appendix D for notes of the workshop).

7.6 As acknowledged by Tapping the Potential, the process of discounting is "inherently judgemental" and, consequently, it is important to avoid premature discounting and to maximise the consistency throughout the datasets. Discounting should therefore be methodical, transparent and consistent to ensure the potential is both robust and defensible.

7.7 The process of discounting is also required to identify the realisable capacity within the following set time periods:

1. pre-2006 short term (the end of the current plan period);
2. pre-2011 medium term (the end of the Alteration period);
3. pre-2016 long term; and
4. pre-2021.

7.8 The considerations that have been taken into account when considering the development of a site are, in summary form, the site "constraints" and the site "desirability".

7.9 The theory behind this discounting approach is to balance the constraints and desirability aspects of a site, so that the overall "deliverability" can be gauged. A highly desirable site, with no development constraints, is likely to deliver its potential - juxtaposed to this scenario would be a heavily constrained site in an undesirable location, where it could correctly be assumed that potential is unlikely to be delivered. Between these two extremes will be the vast majority of sites, where the "desirability" of the site will, to a varying degree, over the course of time, overcome the "constraints" to deliver actual capacity.

7.10 When considering desirability, the main criteria against which sites have been judged is the condition of the market. Under the broad umbrella of "the market" there are a number of elements that impact on deliverability perceptions. These include aspects such as local market conditions, national market conditions, pressure from competing uses, local character and overall financial viability. The commercial experience and expertise of the housebuilders (see Appendix D) and market knowledge of commercial surveyors Lambert Smith Hampton has had a beneficial influence on this particular aspect. It is also key that the perceptions of deliverability are not restricted by previous trends and that a forward-looking approach is taken to consider emerging scenarios. We have used a simple ranking of 1-5 to define the desirability of a site with 1 as highly desirable.

7.11 When examining the constraints of a site for the discounting exercise we are limited to actual known constraints. In bringing forward individual sites there may well be factors that only emerge after significant and specific investigations are made and for the purposes of the discounting process it is simply not possible to investigate individual sites to a comprehensive level. Known constraints will therefore cover aspects such as accessibility, ownership, cultural designations and contamination – all these elements will themselves be limited by the availability of relevant information.

7.12 A list of potentially or possibly contaminated sites was supplied by the Council's Environmental Health department and used on the basis that this is land which may be contaminated because of previous uses and will require further investigation before it is developed.

7.13 There are eleven constraints identified within the database. No identified constraints represents a score of 0, 1-2 constraints a score of 1, 3-4 a score of 2, 5-6 a score of 3, 7-8 constraints a score of 4 and 9+ constraints a score of 5.

7.14 In a typical scenario it is likely that, over time, the constraints to the development of a site may be overcome, meaning the potential is more probably going to be realised in a later time period.

POTENTIAL FROM PROPERTY

7.15 Tapping the Potential provides suggested discounting rates for each source of capacity which results from the redevelopment of existing stock. They are presented as ranges and are drawn from the studies which informed the guide. They provide benchmarks for local authorities as some sources may be easier to unlock in a particular local authority area than others. Tapping the Potential recommends that the rates used are based on professional judgement and knowledge of the area informed by consultation with those active in the market. Table 7.1 illustrates the

suggested discounting rates for each source of capacity from the redevelopment or conversion of existing property .

Table 7.1 – Discount Rates for Potential from Property

Source of Capacity	Lower Rate	Upper Rate
Subdivision of Existing Housing	25%	40%
Living over the Shop	25%	40%
Empty Homes	40%	80%
Intensification	70%	85%
Conversion of Commercial Buildings	70%	85%

Subdivision of Existing Houses

7.16 In general, it is expected that the ongoing demand for substantial established family dwellings in an area such as Southend will be fairly constant. The discounting rate above would be applied to the number of houses with 7+ rooms within Southend. However, it is considered that this calculation is too crude resulting in an excessive over estimation of the potential from this source and that an analysis of past trends would provide a more informed estimate for Southend.

Living Over The Shop

7.17 Tapping the Potential emphasises the significance of flats over shops as a source of capacity and the principle of this form of housing is given policy support by the Borough Council. Due to the lack of available data on retail floorspace a 'yardstick' exercise based on the potential of Leigh and Westcliff has been undertaken. This has been looked at in conjunction with a forecast for the whole Borough based on past trends. The calculation will aim to demonstrate the potential level of capacity that this source can provide. The realisation of the capacity depends on a more pro-active approach than may be in existence at present to ensure the market delivers from this source. It is recommended that the Local Plan policies are reviewed to support this modest potential source of housing and encourage vibrant shopping centres.

Empty Homes

7.18 The difference between the Borough wide and regional vacancy rate will determine the significance to be attached to this source of potential capacity.

Conversion Of Commercial Buildings

7.19 The limited data concerning this source means that the calculations undertaken to produce the potential will be closely aligned to the likely capacity. Although it could be assumed that the stock of commercial buildings suitable for conversion will diminish over time, it is felt that the small amounts of units that have historically been yielded from this source could continue over time as the market seeks out new opportunities.

Intensification

7.20 Intensification, as a source of potential, comprises both development sites in areas of high market value or 'hotspots' and the planned regeneration of wider areas. The potential from hotspot areas has been discounted by the identification and removal of the potential of small previously developed sites from the total figures for this source. The remaining potential from intensification will therefore be gained from the planned regeneration of wider areas.

7.21 Tapping the Potential advocates that the discounting from this source should be based on the potential for delivery from other sources. Following this logic means that where the supply of residential development opportunities is limited then the market will start to seek out areas where value makes intensification an attractive proposition.

7.22 An alternative form of intensification is where there is significant market-intervention to deliver the planned regeneration of housing areas through wholesale redevelopment. In recent years examples would have been Single Regeneration Budget (SRB) initiatives and gap-funded developments.

8. ESTIMATING CONSTRAINED CAPACITY

8.1 This section illustrates the calculation of urban capacity in Southend. The results of the survey and analysis of the potential unconstrained capacity (discussed in chapter 6) are identified and discounted (chapter 7) to provide the constrained capacity.

POTENTIAL FROM LAND

8.2 The study physically identified 135 potential housing sites from previously developed land. Following the discounting process 43 of these sites were discounted by 100% (i.e. taken out of the calculation) due to policy reasons or because the sites were already being developed. Through the application of density multipliers on the remaining 92 sites, this Study suggests that the potential number of units or 'unconstrained' dwelling capacity figure could be 3,922 dwellings (see Table 8.1 and Appendix E).

Discounting

8.3 When the desirability and constraints marks are added together, a high overall score indicates a high level of discounting to be appropriate. To be consistent in this regard we have simply translated the combined score into a discounting percentage, i.e. an overall score of 5 out of 10, perhaps reflecting a heavily constrained site in a reasonably desirable location, would indicate a discount of 50% (refer to paras 7.8 – 7.14).

8.4 Additionally, in accordance with the guidance in PPG3, the capacity of the sites in the defined resource has been amended to reflect net rather than gross densities. Tapping the Potential suggests that sites of less than 0.4ha should be subject to a 100% gross to net density multiplier, whilst those sites between 0.4 and 2 ha should be subject to a 75% to 90% gross to net density multiplier and that sites over 2ha a 50% to 75% multiplier. In each case the higher (i.e. more optimistic) figure has been used.

Key Conclusion

8.5 Subjecting the 'unconstrained' capacity from previously developed land to the discounting process results in a 'constrained' housing capacity potential from land of 1921 dwellings. Tables 8.1 and 8.2 illustrate this calculation. Capacity details of each site are included as Appendix E.

Table 8.1 – Summary of Site Information

Size	No. of Sites	Size (ha)	Potential No. of Units	Discounted Capacity
<0.4 ha	105	13	613	253
>0.4ha	30	89	3309	1667
Total	**135**	**102**	**3922**	**1921***

** Figures rounded up*

Table 8.2 – Breakdown of Sites by Ward

Ward	No. of Sites	Size (ha)	Potential No. of Units	Discounted Capacity
Belfairs	10	1	38	19
Blenheim	4	1	41	22
Chalkwell	10	2	105	35
Eastwood	5	1	38	10
Leigh	12	1	47	11
Milton	21	9	628	331
Prittlewell	16	4	163	42
Shoebury	8	60	1844	926
Southchurch	10	3	139	82
St. Luke's	9	3	136	34
Thorpe	11	7	315	202
Victoria	17	9	383	180
Westborough	2	1	45	27
Total	**135**	**102**	**3922**	**1921**

8.6 A design-led approach has been undertaken to:

- illustrate how the creation of higher density residential environments extend the range of housing choice and maintain a high quality of amenity; and
- test more intensive forms of development with reduced levels of parking.

8.7 The four case study sites were identified following consultation with Southend-on-Sea Borough Council and urban capacity guidance sheets have been prepared for each site (included as Appendix C). These guidance sheets highlight the potential density for a range of sites. Layout and axonometric drawings illustrate how the densities could be achieved whilst retaining a high quality residential environment.

8.8 The case studies represent indicative design illustrations only, providing a reality check against density and capacity calculations used in the study and an illustration of high quality residential environments at higher densities. They do not represent real proposals or Council policy towards the sites. The capacity figures derived from the study are not dependent upon the dwelling numbers put forward in the case studies.

Case Study 1: Residential Infill Development

- Through careful design to produce a good quality high density scheme, it has been illustrated that this site could accommodate 70 units at 70 dwellings per hectare (dph). The survey calculation identified that this site was in an area of fairly good accessibility (40dph) which could provide a potential capacity of 40 units discounted to 16 due to the significant site constraints.

Case Study 2: Residential Live/Work Infill Development

- Case study 2 illustrates that a well designed high density scheme could result in 67 units at 74 dph on this site. The survey calculation estimated that this site could provide 35 dwelling units at 40 dph (i.e. area of fairly good capacity) discounted to 20 due to minimal site constraints.

Case Study 3: Residential/Commercial Infill Development

- Case study 3 demonstrates a mixed use design scheme. This case study illustrates that the site could result in 17 units of mixed use, 13 residential units, 3 commercial /Light industrial units and 1 commercial/retail unit. Although it was noted that the best use for this site would be mixed use, the survey calculation estimated that this site was in an area of good accessibility (50dph) which could provide 41 residential units on a total net area of 0.8ha discounted to 17 residential units due to significant site constraints. The survey calculation assumed the whole developable potential of the site would be residential use and not mixed use as demonstrated in the design led approach.

Case Study 4: Conversion of Redundant Office Building into Retail and Residential Accommodation

- The case study of the conversion of an Office Building in Southend Town Centre demonstrates a mixed use design scheme and seeks to illustrate the potential for conversion of office buildings into residential units with commercial use on ground floor. The case study presented two conversion options. One option would provide 154 student units and 14 communal lounges (i.e. 22 one bed student units with 2 communal lounges per floor x 7 floors). The second option would provide a lower density of 60 units based on two and one bedroom residential apartments. The survey calculation assumed the whole developable potential of the site would be in residential use and was given a density assumption of 100 dph as it is assumed that town centres sites would support higher densities due to different development patterns, proximity to central services and transport. The survey calculation identified this site could provide 16 units based on a net site area of 0.16ha, this figure was discounted to 100% to avoid double counting with the estimate of conversions of commercial property discussed below.

8.9 The case study approach illustrates how high density development can be achieved through good quality design. It illustrates that blanket density assumptions do not necessarily reflect the true nature of the site or its context and that there are many different factors which influence the number of dwellings that can be achieved on each site. The process also demonstrates how important it is to address the site constraints in order to achieve the maximum development potential of each site.

8.10 It is not considered appropriate at this stage to propose these densities for any other sites without doing a similar site specific exercise as all sites offer different opportunities and constraints which will inform their design. However, the design principles can be used in the future to inform the development of other large sites.

POTENTIAL FROM PROPERTY

Subdivision

8.11 The subdivision of existing housing into two or more units is something that many studies have found difficult to estimate. The key concern for capacity studies is to establish a realistic appraisal of potential (the theoretical potential is enormous if it were assumed that across the country every large house could be subdivided).

8.12 Table 8.3 illustrates the net completions between 1992 and 2002. Analysis of dwelling completions shows that only a small number of houses are divided into flats/apartments each year. The records from the past ten years indicate that the

number of units from this source of capacity has been decreasing steadily since the early 1990's. Between 1992-93 and 1995-96 the average annual number of units from subdivision was 25. Between 2000 and 2002 this had dropped to an average of 8 per year (figures for 1996-2000 were not available).

Table 8.3 – Capacity from Subdivision

Monitoring Year	Total Net Completions
1992-93	47
1993-94	10
1994-95	21
1995-96	23
2000-01	11
2001-02	5

8.13 This steady decline could be a reflection of market influences but may also be a result of the Local Plan (1994) policy on Protecting Residential Character (Policy H6). Following an assessment of the effects of new development on the environment of family housing areas the Council proposed that residential street frontages could satisfactorily absorb 10% conversions/subdivision together with 10% redevelopment schemes without detriment to the character and amenities of the remaining properties.

8.14 If we assume that this rate continues over the remainder of the plan period we can assume that the total potential capacity from this source up to 2021 is 8 multiplied by the remaining years in the 2002-2021 period (19 years) the potential capacity can be estimated as 152. This estimate assumes that there are no changes to the existing planning policy on subdivision of residential property.

Discounting Factors

8.15 Additional capacity from subdivision would appear to be negligible and, therefore, no discounting technique has been applied to this figure as previous trends are considered likely to continue in the future.

Key Conclusion

8.16 Taking account of the past subdivision trends in Southend, the capacity from subdivision of existing residential properties is estimated to be 152 units.

Living over The Shop

8.17 Due to the lack of comprehensive Borough-wide retail floorspace data within Southend, the 'yardstick' exercise was undertaken for the two local centres of Leigh and Westcliff. Past trends relating to the change of use of floors above shops have also been looked at for the whole Borough to illustrate the sort of capacity that might be expected from this source.

8.18 Westcliff:

1. Floorspace Method:

   52,304m² retail floorspace

   1.27 units per 1,000m² = 66.43 flats

2. Unit Method:

   333 retail units

   1 flat per 3 retail units = 111 flats

8.19 Leigh:

1. Floorspace Method:

   38,461m² retail floorspace

   1.27 units per 1,000m² = 48.85 flats

2. Unit Method:

   280 units

   1 flat per 3 retail units = 93.3 flats

8.20 The average gross retail floorspace for Westcliff is 157m² and for Leigh is 137m². This suggests that the units are capable of meeting space standards of say 87.50m² (assuming ground floor area equates to upper floor area).

8.21 It is considered that a figure between the two methodology results is a reasonable level of unconstrained potential from flats over shops in Westcliff and Leigh, i.e. 89 flats in Westcliff and 71 in Leigh.

Discounting

8.22 In the absence of specific data on actual uses above shops it is considered that a cautious view of this source of capacity over the Local Plan period is taken. Planning permission records suggest that between 1998 and 2002 there was a net gain of 49 residential units from change of use of units over shops throughout the Borough. This equates to approximately 12 completed units per year which would result in 228 units over the 19 year period as shown in Table 8.4.

Table 8.4 – Capacity from Living over the Shop

Monitoring Years	Total Net Completions	Approx Average Annual Completion rate	Annual completion rate x 19
1998-2002 (RLA)	49	12	228

8.23 The majority of the completions were in Leigh (24) and Westcliff (24) suggesting that these areas are more popular than other local shopping centres. Only 8 of the 34 potential units from outstanding permissions are outside these areas.

8.24 It was concluded at the Housebuilder Panel that, in general, living over the shop is less desirable which means the demand is less. However 'trendy' areas with a 'high quality lifestyle' like Leigh Broadway, are more popular. Hamlet Court Road could become desirable if the shops were better quality and the landscaping and shopfronts improved. It was further suggested that the Council could encourage conversion of the ground floors in shopping parades that have significant numbers of long term vacancies and protect those areas that are still vibrant. It was recommended that the retailers be provided with support to encourage regeneration.

8.25 Based on the floorspace, the 'yardstick' method suggests there could be potential for 160 residential units in Leigh and Westcliff. Based on past trends this source of capacity could result in 228 residential units across the Borough which tallies with the yardstick method as we know that there is higher demand for this sort of accommodation in Leigh and Westcliff. Due to the limited appeal of this type of accommodation outside Leigh and Westcliff, it is suggested that this figure is a realistic estimate of potential capacity from this source and the lower discount rate of 25% should be applied. A more proactive approach by the Local Authority would be a pre-requisite of increasing capacity from this source. It is recommended that the

Local Plan policies are reviewed to support living over the shop and encourage vibrant shopping centres.

Key Conclusion

8.26 During the course of the Local Plan period it is estimated that the constrained capacity from conversion of units above shops in Southend is 228. This is discounted by 25% resulting in a constrained capacity of 171 units. It is recommended that when retail figures are known for the whole Borough the yardstick method is used to provide a check on this analysis.

Empty Homes

8.27 The figures from the Housing Investment Programme returns indicate the vacancy rate in Southend in 2000 to be approximately 3.8% i.e. 2,705 vacant dwellings (see Table 8.5).

Table 8.5 – Capacity from Empty Homes

Monitoring Year	Number of dwellings	Vacant dwellings	Vacancy Rate
2000	71,576	2705	3.8%

8.28 The regional vacancy rate for the South East as at 1 April 2000 was 2.6%. For unconstrained capacity purposes, it would therefore seem reasonable to expect that Southend could achieve a vacancy figure at or lower than the regional average and this approach is echoed in Tapping the Potential. Furthermore, the vacancy rate for Southend based on 2002 figures is estimated to be 2% (or 1500 vacant dwellings).

8.29 A vacancy rate reduced to a level consistent with the regional average of 2.6% would equate to 1,861 dwellings, meaning a reduction in the actual level of vacancy of 844 units.

Discounting

8.30 The number of empty homes changes with the housing market conditions. With a currently buoyant housing market in Southend and rapidly increasing house prices, the number of empty homes is lower now than it has been for some years. The vacant dwelling figures support this observation.

8.31 Most empty homes are short term empty homes which turn over as a function of the housing market. The problematic long-term empty homes are the ones the Council

may have more of a role in bringing back into use. According to the Local Authority Housing Officer, the number of these is relatively small, potentially one or two hundred.

Key Conclusion

8.32 Overall the important figure would be the net contribution to capacity from this source. Taking an optimistic view of the potential contribution to be made by empty homes, it is therefore suggested that an appropriate discount rate to be applied to the unconstrained potential (844) should be in the region of 70% meaning the capacity from this source is 253.

Conversion of Commercial Buildings

8.33 Analysis of planning records demonstrates that this source of capacity has been rising steadily over the last ten years. Table 8.6 illustrates the conversion rate from commercial to residential use between 2000 and 2002. An additional 150 units have been provided from conversion of non-residential uses (not including conversions over shop units) between 2000 and 2002 suggesting an annualised figure of 75 units. Rolling forward this annualised rate would provide an indication of the likely potential from this source in the nineteen year period under consideration in this study, i.e. 75 x 19 = 1,425.

Table 8.6 – Conversion of Commercial Buildings

Monitoring year	Units from Conversion of non-residential uses	Units from Conversion over Shops	Total Units excluding above shops
2000-2002	231	81	150

Discounting

8.34 The Housebuilder Panel considered that the increased desire for modern employment buildings would result in a steady rate of conversions Conversion should have a high quality of design. Mixed use is more appropriate in vibrant areas although a flexible approach to standards is required.

8.35 The development potential of the offices on Victoria Avenue was considered by the Housebuilder panel. It was suggested that the conversion of these offices would not be viable but redevelopment to provide a mix of employment and residential uses might be appropriate. This area has, therefore, been included within the potential from land capacity.

8.36 It is considered that the lower discount rate of 70% would reflect the anticipated steady rate of conversions whilst taking into account potential changes to the Victoria Avenue offices, the largest area of offices within Southend.

Key Conclusion

8.37 The unconstrained capacity from non-residential conversions over the 19 year period (1,425) is discounted by 70% resulting in a constrained capacity from this source of 428.

Intensification

8.38 Table 8.7 details the potential for intensification of dwelling plots in the Borough based on the application of Dwelling Potential Indices (DPI's) (see Chapter 6).

8.39 Table 8.7 demonstrates a potential additional capacity of 5,071 units from intensification of existing residential areas, this equate to 267 additional units per year over the 19 year period.

Table 8.7 - Dwelling Potential

House Type	Existing Stock	Potential Stock (following DPI calculation)	Total Additional Dwellings
Detached (Low density)	3030	5151	2121
Detached (Estate & General)	8297	8712	415
Semi detached	21697	21914	217
Terraced	14973	14973	0
Flats	23180	25498	2318
Total	**71177**	**76248**	**5071**

Discounting

8.40 Analysis of planning records between 2000 and 2002 demonstrate that there has been an actual net gain of 316 completed residential units over the two years or approximately 158 units per year, i.e. just over 3000 over a 19 year period demonstrating significant potential capacity from this source. Records demonstrate that this figure reflects the average annual rate of completions since the early 1990s (Figures for 1996-2000 were not available). Table 8.8 illustrates the net completions due to intensification between 1992-2002.

Table 8.8 – Capacity from Intensification

Monitoring Year	Total Net Completions
1992-93	178
1993-94	142
1994-95	190
1995-96	184
2000-01	110
2001-02	206

8.41 Consultation with housebuilders revealed that residential intensification was still viewed as offering potential development opportunities, particularly given increasing property values. However, this form of development is also subject to Policy H6 which restricts redevelopment and infill proposals for flats/apartments to no more than 10% of the total residential frontage.

8.42 Tapping the Potential advocates that the discounting from this source should be based on the potential for delivery from other sources. Following this logic means that where the supply of residential development opportunities is limited then the market will start to seek out areas where value makes intensification an attractive proposition.

8.43 It is recommended that the lower discount rate of 70% is applied to the total capacity estimated from the DPI calculation in Table 8.7 to reflect the current completion trends from this source. This is further discounted by deducting the number of dwellings estimated (discounted capacity=253) from smaller residential sites which have been identified in the capacity from land sources (see Table 8.1) thereby avoiding double counting.

Key Conclusion

8.44 The unconstrained capacity of 5,071 units is discounted by 70% resulting in a constrained capacity from this source of 1,521 units. Deduction of the 253 units from small sites results in an estimate of 1,268 from this source.

8.45 Table 8.9 summarises the calculations of estimated potential from the redevelopment or conversion of existing property:

Table 8.9 – Estimating Constrained Capacity

Source	Unconstrained Capacity	Discount rate	Constrained Capacity
Subdivision	152	0%	152
Living over the Shop	228	25%	171
Empty Homes	844	70%	253
Conversion of commercial buildings	1425	70%	428
Intensification	5071	70% (minus 253 units from site survey)	1268
Total	**7720**		**2272**

9. THE CONCLUDING CALCULATION

Total Capacity

9.1 This Urban Capacity Study looks at the potential capacity in the Borough between 2002 and 2021 and estimates how many units may come forward in the short, medium and long term through:

- An understanding of the potential of each source of housing capacity;
- Housing yields derived from this potential (the unconstrained capacity); and
- An assessment of realisable capacity gained from discounting the unconstrained yields.

9.2 The assessment of capacity has been validated by a database of specific site opportunities and estimates of the contributions from capacity sources derived from existing data.

9.3 The estimate of the total urban housing potential derived from measuring the potential from land (Table 8.1) and estimating the potential from existing property (Table 8.9) is shown in Table 9.1

Table 9.1 – Urban Housing Capacity 2002-2021

Capacity	Unconstrained Potential	Constrained Potential
Potential from Land	3922	1921
Potential from Property	7720	2272
Total Potential from Land and Property	**11642**	**4193**

9.4 Sites with outstanding planning permission can be added to this figure. Council records indicate that as of 1 April 2002, planning permission was outstanding for approximately 700 dwelling units (permission has been granted but development has not yet started). Approximately 260 of these are from conversion of non-residential properties and 440 from previously developed land. It is assumed that, as

permission has been granted for these units, significant constraints have been overcome, therefore 440 units have been added to the constrained potential from land resulting in a total constrained potential of 1921 + 440 = 2,361 (these sites have been discounted by 100% in the database to provide a more accurate figure and avoid double counting). The remaining 260 units result in constrained potential from property of 2,272 + 260 = 2,532.

9.5 A figure of 4,893 (2,361 + 2,532) therefore represents our best estimate of the urban housing capacity of Southend from the land and property resource in the period from Spring 2002 to 2021.

9.6 It is likely that, over time, the constraints to the development of a site may be overcome, meaning the potential is more probably going to be realised in a later time period. The discounting process has identified when sites are likely to come forward dependent on the constraints to development and the desirability of the area (see Appendix E, Tables E17-20).

Phasing

9.7 It is considered that the units from outstanding planning permissions are likely to come forward in the short and medium term as these sites will have overcome many of the constraints in order to get planning permission. The figure of 440 has, therefore, been added to the capacity from land but weighted towards the short and medium term. Over time, this capacity can be realised as follows:

Table 9.2 – Capacity from Land in Short, Medium and Long Term

Time Period	Discounting % bands	Total potential units in each band	Extant PP Units	Total with units from extant PP	Cumulative Total
2002-2006	0-20%	117	176	293	293
2006-2011	30%	358	132	490	783
2011-2016	40-50%	1413	88	1501	2284
2016-2021	60-100%	33	44	77	2361

9.8 Although the potential from previously developed land can be categorised into the four time periods by undertaking site specific examinations, the process is not as simple for the property-based sources. It will, therefore, be assumed that the capacity will be realised on a broadly pro-rata basis over the 19 year period (i.e. to 2021) weighted slightly to the end of the period as the evolving market more actively seeks to extract development potential from the existing stock of property, rather than

the easily identifiable sites. The 260 units from outstanding planning permissions have been added to produce the final totals in the fourth column (weighted as above). It will be assumed that capacity identified from property will be realised, cumulatively, as follows:

Table 9.3 – Capacity from Property in Short, Medium and Long Term

Time Period	%age Complete	Cumulative Total	Extant PP	Cumulative Total plus units from extant PP
Pre-2006	25%	568	104	672
Pre-2011	60%	1363	78	1545
Pre-2016	80%	1818	52	2052
Pre-2021	100%	2272	26	2532

9.9 Total capacity in the short, medium and long term is, therefore, as follows:

Table 9.4 – Total Capacity in Short, Medium and Long Term

Time Period	Cumulative Land Total	Cumulative Property Total	Cumulative Total
Pre-2006	293	672	965
Pre-2011	783	1545	2328
Pre-2016	2284	2052	4336
Pre-2021	2361	2532	**4893**

Reality Check

9.10 A crude 'reality check' on the final figure is to compare it with recent housing activity. Table 9.5 illustrates the results of recent monitoring of planning dwelling completions. The results from monitoring year 2002-2003 are incomplete but have been included to demonstrate the completion trends.

9.11 The actual average annual completion over the ten year period is 276 units. This study identifies a potential annual average of approximately 257 dwellings per annum over a 19 year period based on the identification of potential capacity from previously developed land and conversion or development of existing property demonstrating a robust calculation of estimated capacity.

Table 9.5 – Total Net Completions

Monitoring Year	Net Completions	Net Outstanding
1993-1994	346	-
1994-1995	401	-
1995-1996	284	-
1996-1997	157	-
1997-1998	227	-
1998-1999	182	-
1999-2000	213	-
2000-2001	196	801
2001-2002	371	732
2002-2003	387	546
Ten Year Total	2764	-

9.12 Table 9.4 demonstrates that achieving over 50% of the number of potential dwellings is dependent on the release of capacity from existing property. Most of the new development in Southend over the past ten years has been on previously developed land through redevelopment, infill and conversions on 'windfall' sites. It is recognised, however, that land in Southend is a finite resource and there is a stage where significantly more housing development would be harmful to the local environmental quality.

9.13 It has long been accepted that Southend can no longer meet the needs of its forecast population growth, since the scope for further residential development is severely restricted. This has been recognised in Regional Planning Guidance and the Structure Plan, where it has been acknowledged that Southend must concentrate its limited land resources on providing new jobs for its existing residents rather than new homes for a rising population resulting from more in-migration.

9.14 The Structure Plan requires 2250 dwellings to be provided in Southend in the 15 year period between 1996 to 2011. 1346 dwellings have already been completed (1996 to 2002, see Table 9.5) leaving a residual requirement of 904 up to 2011. This study identifies that there is capacity to provide this amount of housing (see Table 9.4) through making the best use of previously developed land and existing property. This is in line with Government policy for sustainable development which requires that existing urban areas be the focus for residential development and the re-use of

previously developed land should be priority over the development of Greenfield sites.

9.15 It will be important for the Council to develop a vision as to how it will provide the required number of houses without putting additional pressures on the local infrastructure. The next section identifies some guiding principles to inform the management of this process.

10. MANAGING THE CHANGE

MEASURES TO ENCOURAGE SITE DEVELOPMENT

10.1 The discounting of the sites has been based on the realistic assumption that not all of the yield from sites identified as suitable for housing, or from estimates of particular capacity sources, is likely to be realised.

10.2 The Council is well placed to take the lead in identifying opportunities for residential development, marketing sites to developers and when necessary assisting with land assembly and with the relocation of existing businesses and occupiers. Measures that could be undertaken to encourage site development may include:

- providing design guidelines or development briefs for larger sites;
- negotiating with land owners to release the site for development;
- clarifying contamination issues;
- undertaking a study to determine the requirements for employment land;
- clarifying the proportion of site to be used for residential uses if there are competing uses;
- marketing the opportunities to developers;
- instigating environmental improvements;
- liaising with other Council departments on planning applications, negotiations and gap funding; and
- making use of Council Compulsory Purchase Powers.

INCREMENTAL INTENSIFICATION AND SUBDIVISION

10.3 In order to promote incremental intensification effectively, a vision is required as to how the urban area should develop. It will be necessary for the local authority to

consider how to promote residential development in the light of more detailed analysis of local circumstances and development opportunities.

10.4 Incremental intensification in residential areas is likely to result in intermittent, sustained periods of small-scale development and the impact of such development on neighbouring residents would need to be considered. Additionally, the continued intensification of demand for local infrastructure and services should be considered in assessing the capacity of future provision.

10.5 The Adopted Local Plan (1994) currently restricts subdivision and intensification on streets where the proportion of such schemes already exceeds 10%. The analysis of capacity from subdivision identifies that this source of capacity has been decreasing steadily from 21 completed units in 1994-95 to a recent annual average of 8 net completions.

10.6 However, the contribution to housing numbers from intensification of existing residential areas has been fairly steady from 190 net completions in 1994-95 to 206 in 2001-02 demonstrating that this form of development is a significant source of housing capacity.

10.7 Table 10.1 illustrates the capacity from property over the 19 year time period excluding capacity from subdivision and intensification (i.e. 152 units and 1268 units respectively, see Table 8.9). This would result in a total capacity up to 2011 of 1,372 (589 units plus 783 units from land, see tables 10.1 and 9.2) and demonstrates that there is sufficient capacity within Southend to provide the Structure Plan housing requirement up to 2011 (an additional 904 units) without relying on capacity from subdivision or intensification. However, as the capacity from property has been estimated it is important that this is monitored and reviewed.

Table 10.1 – Capacity from Property (excluding subdivision and Intensification)

Time Period	%age Complete	Cumulative Total	Extant PP	Cumulative Total plus units from extant PP
Pre-2006	25%	213	104	317
Pre-2011	60%	511	78	**589**
Pre-2016	80%	682	52	734
Pre-2021	100%	852	26	878

10.8 It is considered, therefore, that the 10% restriction could be retained or made more stringent in the review of the Local Plan to ensure protection of local residential amenities without affecting the ability of the Council to achieve the Structure Plan

requirement. However, this would be dependent on measures to encourage site development, conversion of commercial buildings (including living over the shop) and bringing empty homes back into use. A review of this policy would also need to consider the implications of encouraging new development in favour of intensifying existing developed areas. This policy should be reviewed within the context of future housing provision requirements identified by Regional Planning Guidance.

10.9 The identification of Typical Urban Areas (Appendix B) demonstrates that there are areas of the Borough which may not be able to accommodate further residential development or subdivision without resulting in a deterioration of the local environmental quality through for example, loss of local character, increased congestion and on-street parking. If the intensification of residential areas is promoted, options as to how to manage this would need to be considered in further detail together with the preparation of appropriate design guidelines relating to the form of incremental residential intensification in the areas where it is most appropriate. The case studies provide a basis for this sort of guidance.

TRANSPORT IMPLICATIONS AND LINKAGES

10.10 The provision and identification of additional residential capacity in Southend has significant implications for transport and infrastructure requirements within the Borough and also on the aims and objectives of the Local Transport Plan (LTP).

10.11 Accessibility, both perceived and actual, has an important impact on land-use throughout the Borough. Any area, by virtue of congestion levels, parking stress, public transport availability, accident levels and environmental concerns, may be deemed unsuitable for locating additional housing due to its impact on the level of accessibility.

10.12 Additional housing in one area may also have knock on effects for adjacent areas in terms of parking stress and increased congestion and as such may require some form of mitigation strategy to ensure that increasing the number of housing units does not have a detrimental impact on the existing infrastructure.

LTP Objectives

10.13 The vision for the Southend LTP is to reduce congestion in Southend and stimulate regeneration, economic improvement, environmental enhancement and community well being in a sustainable manner.

10.14 In order to achieve that vision, SBC have targeted the following objectives within their LTP; economy, environment, safety, integration, accessibility and awareness.

Economy

10.15 It is recognised that improvements in the economy will have implications for housing demand and as such stimulate the requirement for the identification of additional housing capacity within the Borough. Indeed it is to some extent a catch 22 situation, the more vibrant the economy, the greater the pressure upon the transport infrastructure and as such the opportunities to provide additional residential capacity are reduced.

10.16 It is therefore essential that any identification of additional housing capacity is coupled with the development of a parallel strategy to ensure that the transport needs of that intensification are catered for.

Safety

10.17 The identification of additional housing resource needs to be undertaken within a framework that will not have a detrimental impact on transport safety in the vicinity. Allocating additional residential capacity will invariably result in greater and more intensive demands on the transport system which will need to be managed in a way that will not give rise to additional transport related accidents.

Integration

10.18 With respect to the provision of the delivery of an integrated transport system the identification of additional housing capacity needs to be considered in some detail in order to ensure that any identified opportunities do not preclude the efficient development of such provision.

10.19 It is clear that increasing housing capacity in areas with limited opportunities for developing integrated transport systems would need to be examined very carefully to ensure that the integration objectives of the LTP are not compromised.

Accessibility

10.20 The objective of improving or maintaining accessibility is key to the LTP vision. The identification of housing in areas of low accessibility needs to be coupled with a holistic vision to ensure that accessibility levels are improved to meet the ongoing needs of the area.

10.21 Where accessibility is likely to be a significant and possibly insurmountable issue such as in congested areas where real capacity improvements are unachievable, consideration should be given as to whether the area is suitable for identification and increased housing.

10.22 Additionally, where proposals for additional housing capacity envisage lower income occupancy or specific provision for the mobility impaired, the accessibility requirements need to be considered carefully to ensure that the tenets of social inclusion are adhered to.

Additional LTP Considerations

10.23 With respect to specific schemes and measures being taken forward in the LTP, the findings of the urban capacity study need to be considered in conjunction with the development of the schemes so that the ability to undertake and gain the advantages of the schemes is not prejudiced by the transport effects of any additional housing proposed by the study.

10.24 As outlined earlier in the study (section 3) the concept of environmental rooms has been developed to establish a rationale across the Borough for the movement of traffic and for the implementation of environmental enhancements in residential areas.

10.25 The environmental rooms policy identifies;

- Those main roads in the town, “distributors”, whose principal function is to distribute traffic. On these roads traffic obstructions should be kept to the minimum.

- Those areas bounded by the distributors are identified as “environmental rooms” within which the quality of the local environment will have priority.

10.26 It is clear that such a policy has significant implications for the identification of sites for additional housing and residential areas with additional capacity in the Borough. Where areas for additional housing have been identified, the significance of the environmental capacity is paramount. If in accordance with the environmental rooms policy, schemes and measures are required to reduce the transport impacts, it is clear that any additional pressure with respect to further housing units would be contrary to the objectives of the environmental rooms policy and as such could not be supported.

10.27 The issue of car parking and in particular on-street residential car parking is of particular importance throughout the Borough of Southend. Many existing residential areas in Southend suffer from acute parking stress, and as such any intensification of residential use will be likely to increase parking demand and parking stress. It is therefore imperative that such issues are clearly understood and analysed prior to

any decisions being made as to where additional housing capacity can be obtained in the Borough particularly in relation to the review of the 10% policy (x-ref para 10.8).

10.28 The provision and identification of additional residential capacity in Southend has significant implications for transport and infrastructure requirements within the Borough and also on the aims and objectives of the Local Transport Plan. The transport implications of any additional development will need to be assessed to ensure that adequate account has been taken of parking levels, existing and forecast congestion and delay, public transport provision and the availability of integrated transport facilities in the areas proposed for additional housing capacity.

10.29 It is recommended that new development should have regard to local transport strategies so that the provision of additional housing does not have a detrimental impact on either the existing transport network or on any policies to improve or regulate that network.

URBAN DESIGN

10.30 The primary focus of the Council should be to reassess the planning and development standards which are applied to new residential development. For example, housing density, car parking and highway standards. Research by Llewlyn Davies (*New Approaches to Urban Living, 1997)* highlighted four key areas of concern which are also relevant to the Southend context:

- The blanket application of a planning standards approach, risks overlooking imaginative urban design which can unlock the full potential of a site;
- Policies and standards tend not to distinguish sufficiently either between different levels of accessibility to public transport and facilities or between the widely different contexts within which residential development takes place; and
- Highway standards can impose a road geometry in isolation from the residential potential of individual sites and requirements for vehicle access onto the wider network may make development unviable or impractical on smaller sites.

10.31 PPG3 also recommends that local authorities move away from planning standards. Good urban design is rarely brought about by a local authority prescribing physical solutions, or setting rigid or empirical design standards but by approaches which emphasise design objectives or principles.

10.32 In line with PPG3 and in light of the Government's new urban renaissance agenda (x-ref para 1.8 and 2.4), It is recommended that a Residential Design Guide for the Borough is produced. It is important to achieve high quality development which looks

at the transport implications of increasing densities, takes into account local context, any locally distinctive building forms, design features and building materials as well as expectations of privacy, light, outlook and garden size. Individual design solutions rather than standard house and flat designs should be expected. A Design Guide will provide a basis for consistency when dealing with planning applications and illustrate a commitment to design to everyone involved in the development process.

AFFORDABLE HOUSING

10.33 Housing Needs Studies in 1991 and 1996 suggested that any increase in the supply of housing accommodation is, unless specifically targeted, likely to produce an increase in in-migration rather than meet local housing needs. The study recommended that the Council should aim for an annual programme of 150 affordable homes in the four years 1997/98 to 2000/01. In the three years 1996/97 to 1999/00, 214 net affordable dwellings were provided. This under-provision means that a higher annual requirement is necessary to accommodate those in housing need.

10.34 Government guidance has introduced a threshold of 25 or more dwellings or residential sites of more than 1 hectare where it would be appropriate to seek an element of affordable housing. Circular 6/98 provides for local authorities to seek to adopt the lower threshold where they can demonstrate exceptional local constraints.

10.35 The Council normally seeks the provision of 20% of the proposed dwelling units of a development site (which meets the threshold) to be in the form of affordable housing. The survey identified 12 sites which are likely to accommodate more than 25 units (see Appendix E). The total number of potential units from these sites is 1,500. On the basis of 20% affordable housing these sites would provide 300 affordable homes up to 2021.

10.36 The proportion of affordable housing which could be released from conversions or redevelopment of existing property can not be identified as it is not possible to break the capacity from this source down into number of dwellings per site or area of site.

10.37 It is recommended that the local authority seek to adopt a lower threshold in order to try and meet the housing need shortfall. A threshold of 15 or more dwellings would result in an additional 8 sites (145 dwellings) with a total capacity of 1,645 units. On the basis of, for example, 50% affordable housing provision, these sites would provide 823 affordable homes between 2002 and 2021.

10.38 It is likely that this figure will still fall short of the requirement necessary to accommodate those in housing need over the 19 year period and alternative ways of providing affordable homes will need to be pursued to tackle the shortfall. However,

it is worth bearing in mind that the figure will be supplemented by affordable homes resulting from the conversion or redevelopment of existing property. It is recommended that the requirement for affordable housing provision on development sites is reviewed in light of the new Housing Needs assessment. The implications of new affordable housing policies in adjoining or similar boroughs should also be reviewed to identify the success of pursuing lower thresholds and higher proportions per site.

MONITORING

10.39 The Regional Advice Note – *Ensuring Greater Consistency in the Approach to Urban Capacity Studies in the East of England* - seeks to ensure greater consistency through a systematic approach to recording and tracking urban capacity study results. It suggests that Councils use 'tracking forms' as part of their tracking and monitoring system.

10.40 The Advice Note includes sample tracking forms which can be used or adapted by local authorities. Sample tracking forms are provided for each housing source and have been designed so that they can be used on a site-by-site/property basis or sample survey/other desk top collection method. All the forms require the monitoring period to be recorded. This is not only good practice but will assist in tracking the different monitoring cycles used in the East of England when information is collated at the regional level.

10.41 The sample forms are not compulsory but a suggested mechanism for arriving at the information required. It is considered that a further advantage of using some type of tracking form is to inform the Council's own housing data collection system with the intention of achieving greater integration between local authority housing and planning services in delivering net housing stock and supply information. This system can also be related to the Government's National Land Use Database (NLUD) whose long-term objective is to achieve national coverage of all land uses.

10.42 The site specific data collected to inform this study is stored in an Access database and linked to a GIS mapping package which identifies each site and allows it to be tracked over time. The data provided for each site is consistent with the information required on the sample tracking form and should be amended as the constraints are addressed or as sites are developed to keep the database up-to-date.

10.43 The source of capacity from the development or conversion of existing property is estimated and not site specific. It is, therefore, not possible to disaggregate this information by area to identify, for example, theoretical housing potential by accessibility zones. This study has combined the capacity from 'intensification' and

'redevelopment of existing housing' as the terms relate to similar forms of development.

10.44 This study has provided capacity from land sources and property sources and translated the capacity from these sources into the relevant time periods (see section 9). It is possible to manipulate the database to look at the potential capacity from each source of supply from land over each time period. The potential from each property source can also be broken down as required.

APPENDIX A

Core Zone

APPENDIX B

Typical Urban Areas

Typical Urban Areas

Seven typical urban areas have been identified including five typical residential areas, the town centre and the seafront. These areas are illustrated on the map.

It was suggested that the TUAs could be used to help establish whether an area has the capacity to accommodate intensified residential development. This has informed the conclusions and Local Plan policy.

The Area types are defined on the map by colour. The definitions of these areas are explained below.

Area Type A

Victorian and late Victorian residential development, typified by regimented streets of terraced and semi-detached dwellings. Streets in these areas are generally narrow with unrestricted on-street parking necessitated by the lack of available off road parking. Open space in these areas is at a premium, with garden size being unsuitable for any significant residential development. These areas also contain some significant commercial and retail centres and have been developed at high to very high densities.

Area Type B

Inter war, 1920's to 1940's, residential development. These land use areas are typified by wide boulevard style roads with a mix of semi detached, detached and bungalow style housing in larger plots. Whilst there is some off road parking available, on street parking is prevalent due to the limited off road spaces associated with each dwelling. Housing has been developed at low to medium densities with large gardens.

Area Type C

Post war 1950's to present day housing development areas. These areas are typified by non regimented, design guide type layout housing with significant off road parking, roads are generally of standard 7.3 metre width with no parking restrictions. On street parking levels are relatively low and do not affect traffic flow. Housing densities range from medium to high.

In addition to the above Area Types, it is considered that Westborough, the Chalkwell Hall Estate and the Thorpe Bay Area warrant separate definitions:

Area Type D

Chalkwell Hall Estate and Thorpe Bay, typified by low density detached large housing.

Area Type E

Westborough, although similar to Area Type A characteristics, is typified by a tighter knit grid iron terraced street pattern.

Area Types F and G are mainly associated with retail and commercial development which are subject to separate Local Plan policies.

Area Type H Shoebury Garrison Development Area (former MOD site).

Within the Southend urban area, six areas conforming to the typical urban areas as described above, have been identified. These are also illustrated on the plan (Figure B1).

Zone One covers Leigh-on-Sea and is identified as TUA Type A.

Zone Two covers the old core area of Southend and includes Kursaal, Milton, Westcliff, Victoria and St Lukes. This zone is split by the town centre and seafront but is also identified as TUA Type A.

Zones Three covers Prittlewell and Blenheim and conforms to TUA type B.

Zone Four, covering the North Shoebury area and Southchurch conforms to TUA type C.

Zone Five covering the Shoebury Garrison Development Area has its own TUA, type H.

Zone Six, parts of Shoeburyness and Cambridge Town conforms to TUA type A.

Zone Seven, Eastwood and St Lawrence conform to TUA type C.

Zone Eight, covers Chalkwell and is identified as TUA type D.

Zone Nine, the Thorpe Bay area is also identified as TUA type D.

Zone Ten is Westborough which is TUA type E.

Zone Eleven and Twelve are the seafront and town centre areas which are identified as Area Types F and G.

Zone Thirteen covers the area of Belfair, TUA type D

The above areas have been categorised by direct observation of land use, residential types and street layouts. Whilst care has been taken to ensure that the areas identified conform to the TUA descriptions, there are inevitably areas within the zones that do not fully comply with the TUA descriptions. The zones are categorised to take account of the majority of house types and layouts.

APPENDIX C

Case Studies

ILLUSTRATIVE DESIGN SOLUTION

CASE STUDY 1:

Residential/Infill Development

Urban Design Characteristics

Access

Two points of access are provided from the two parallel main streets aligning the site. It is not desirable to provide a linked route for cars through the site as this would become a short cut route between the two streets. These two vehicular access points also act as pedestrian and cycle routes. In addition to this a further pedestrian route is maintained in the form of an informal footway.

Accessibility

The site layout adopts a permeable layout, allowing free movement for pedestrians and cyclists through the site with access being provided from the two parallel streets. A clearly defined internal street runs through the entire site allowing safe and overlooked movement through the site at all times.

Legibility

The scheme has been designed to provide variety within this largely terraced area. A mixture of built form has been provided with modern interpretations of the traditional terraced dwelling to four storey apartment blocks located in prominent locations within the site to act as visual markers.

Density

The density is balanced between providing a sufficient number of units capable of meeting current PPG 3 requirements whilst at the same time providing a minimum of 1 car parking space per unit. A minimal amount of on-street car parking exists to avoid creating car parking problems in the surrounding residential streets. Development ranges from 2 storey dwellings adjoining the existing terraces to three and four storeys houses and apartments.

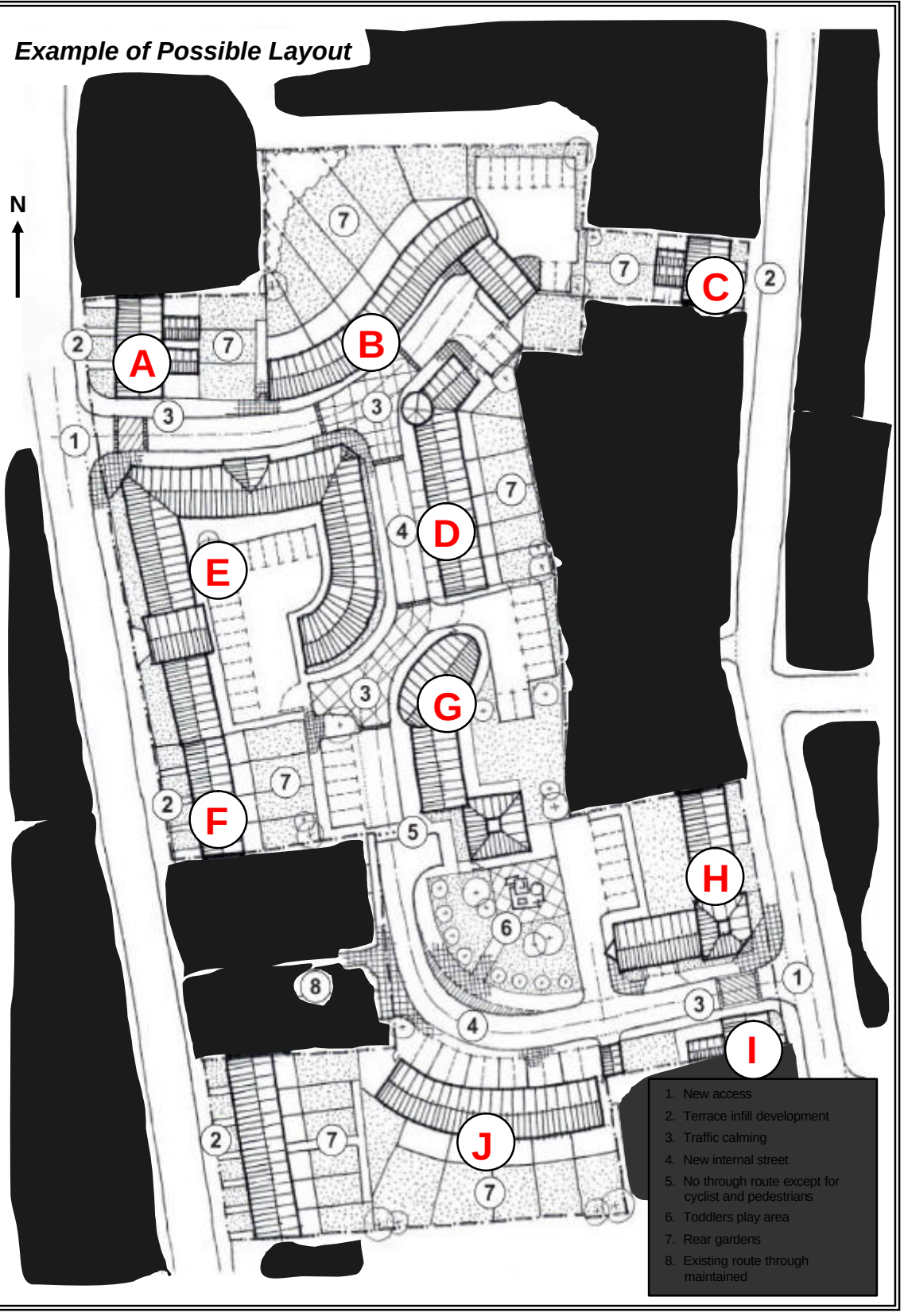
Layout

The layout was generated in order to create a sense of place within the urban context, allowing for pedestrian and cycle access through the site between the two parallel streets. Development addresses the established building line set along these streets, by the existing buildings and terraces. Elsewhere, development is situated close to the back of footpath to provide an urban feel to the development and assist in maintaining a high density development. The development also includes an allocation for a toddlers play area which is well overlooked by new development.

Parking

Parking has been provided at the rate of 1 car parking space per unit. This allows for a balance between the number of units on site and providing most of the car parking requirements on site. A mixture of car parking has been provided ranging from surface car parking, integral car parking bays in dwellings to on-street car parking. On-street refers to car parking on the existing street network and was selected for the terrace infill parts of the development in order to maintain the terrace appearance.

Example of Possible Layout



Density Calculation

UNIT A : 2 STOREY RESIDENTIAL
(3 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96sq.m.
Total Area : 288 sq.m)
TOTAL NUMBER OF UNITS : **3**

UNIT B : 2 STOREY RESIDENTIAL
(7 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96sq.m.
Total Area : 672 sq.m)
TOTAL NUMBER OF UNITS : **7**

UNIT C : 2 STOREY RESIDENTIAL
(2 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96sq.m.
Total Area : 192 sq.m)
TOTAL NUMBER OF UNITS : **2**

UNIT D : 2 STOREY RESIDENTIAL
(6 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96sq.m.
Total Area : 576 sq.m)
TOTAL NUMBER OF UNITS : **6**

UNIT E : 2 & 3 STOREY RESIDENTIAL
1510 sq. m (1888 sq. m – 20% for circulation)
6 x 3 bed flats @ 95 sq. m = 570
8 x 2 bed flats @ 75 sq. m = 600
6 x 1 bed flat @ 55 sq. m = 330
TOTAL = 1500
TOTAL NUMBER OF UNITS : **20**

UNIT F : 2 STOREY RESIDENTIAL
(4 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96sq.m.
Total Area : 384 sq.m)
TOTAL NUMBER OF UNITS : **4**

UNIT G : 2 & 3 STOREY RESIDENTIAL
640 sq. m (800 sq. m – 20% for circulation)
2 x 3 bed flats @ 95 sq. m = 190
2 x 2 bed flats @ 75 sq. m = 150
3 x 1 bed flat @ 55 sq. m = 165
TOTAL = 600
TOTAL NUMBER OF UNITS : **8**

UNIT H : 2 & 3 STOREY RESIDENTIAL
640 sq. m (800 sq. m – 20% for circulation)
2 x 3 bed flats @ 95 sq. m = 190
2 x 2 bed flats @ 75 sq. m = 150
3 x 1 bed flat @ 55 sq. m = 165
TOTAL = 600
TOTAL NUMBER OF UNITS : **7**

UNIT I : 2 STOREY RESIDENTIAL
(1 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96 sq.m.
Total Area : 96sq.m)
TOTAL NUMBER OF UNITS : **1**

UNIT J :
(6 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96 sq.m.
Total Area : 576sq.m)
TOTAL NUMBER OF UNITS : **6**

UNIT K : 2 STOREY RESIDENTIAL
(6 X 3 bed units, based on a terrace type dwelling measuring 8m deep by 6m wide; 48 sq.m per floor x 2 = 96sq.m.
Total Area : 576 sq.m)
TOTAL NUMBER OF UNITS : **6**

TOTAL 70 UNITS
(from 6060 sq.m of developable space)

(42 3-bed flats equating to 60% of total)
(17 2-bed flats equating to 24% of total)
(11 1-bed flats equating to 16% of total)

76 Car Parking Spaces provided on-site
(59 units require on-site car parking)

B : 14 cps, mixture of integral and surface
D : 8 cps, mixture of integral and surface
E : 22 cps, mixture of integral and surface
F : 4 cps, surface to rear
G : 9 cps, surface
H : 8 cps, mixture of integral and surface
J : 6 cps, surface

(NOTE : Assuming minimum 1 on-street car parking space for units A, C, & K, number of units requiring on-street car parking = 11)

DENSITY 54 dwellings per hectare

This case study demonstrates the sorts of densities which could be achieved on this site. It does not imply that the Council favours this site over others, or that the Council is necessarily committed to its development in principle or in the form shown.

ILLUSTRATIVE DESIGN SOLUTION

CASE STUDY 3:

Residential/Commercial Infill Development

Urban Design Characteristics

Access

Two points of access are provided to the site from the adjacent two main roads. One of these accesses narrows to a one way street. These two access points also act as pedestrian and cycle routes. In addition to this, further pedestrian routes are provided through the site.

Accessibility

The site layout adopts a permeable layout, allowing free movement for pedestrians, cyclists and cars to pass through the site with access being provided from the two main roads. A clearly defined internal street runs through the entire site allowing safe and overlooked movement through the site at all times.

Legibility

The scheme has been designed to knit together the existing buildings on the site. A mixture of built form has been provided with modern interpretations of the traditional terraced dwelling to 3 storey mixed use blocks.

Density

The density is balanced between providing a sufficient number of units capable of meeting current PPG 3 requirements whilst at the same time providing sufficient car parking space to serve the commercial and retail units. A minimal amount of on-street car parking will be provided for existing residents off the main road to the north of the site to avoid parking being taken by shoppers and workers at the light industrial units. Development ranges from 2 storey dwellings adjoining the existing terraces to three storeys mixed use buildings with shops at ground floor and residential above.

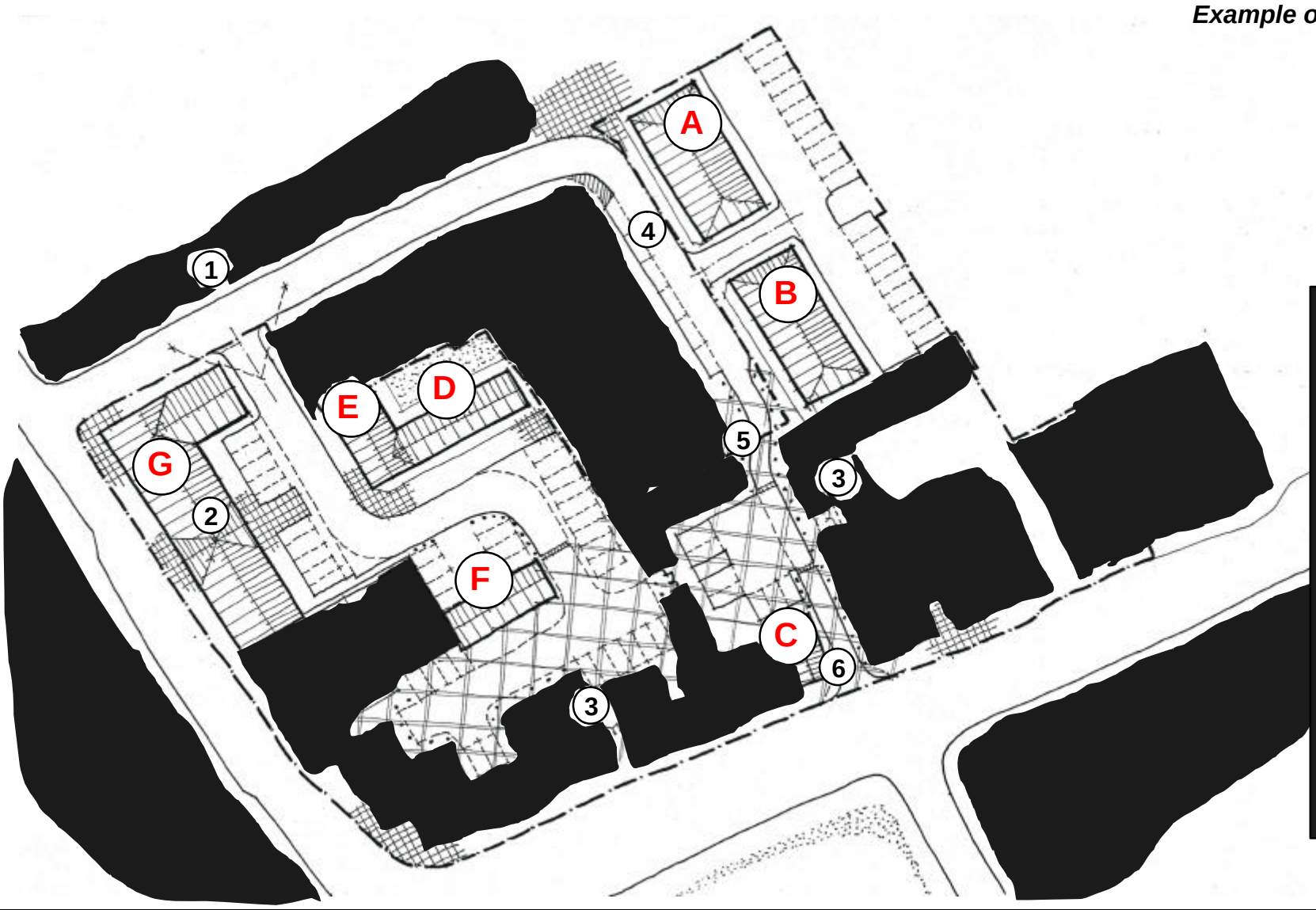
Layout

The density is balanced between providing a sufficient number of units capable of meeting current PPG 3 requirements whilst at the same time providing sufficient car parking space to serve the commercial and retail units. A minimal amount of on-street car parking will be provided for existing residents to avoid parking being taken by shoppers and workers at the light industrial units. Development ranges from 2 storey dwellings adjoining the existing terraces to three storeys mixed use buildings with shops at ground floor and residential above.

arking

Sufficient parking has been provided fro the residential units at the rate of 1 car parking space per unit. The additional car parking is for the use of shoppers and traders who will be attracted to the area. This allows for a balance between the number of units on site and providing most of the car parking requirements on site. A mixture of car parking has been provided ranging from surface car parking to a limited number of on-street car parking. On-street refers to car parking on the existing street network.

Example of Possible Layout



Density Calculation

UNIT A : SINGLE STOREY COMMERCIAL / LIGHT INDUSTRIAL; Total Area : 253 sq.m TOTAL NUMBER OF UNITS : **1**	**UNIT E** : 2 STOREY RESIDENTIAL (corner unit designed to be dual aspect facing street); 8m deep by 7m wide; 56 sq.m per floor x 2 = 112 sq.m Total Area = 112 sq.m TOTAL NUMBER OF UNITS : **1**	**TOTAL 17 UNITS** (from 2561 sq. m of developable space) (6 3-bed flats equating to 50% of total) (3 2-bed flats equating to 25% of total) (3 1-bed flats equating to 25% of total) **A** : 11cps **B** : 9 cps **C** : 7 cps **D&E** : 9 cps **F** : 7 cps **G** : 10 cps (NOTE: 6 on-street parking spaces for residents)
UNIT B : SINGLE STOREY COMMERCIAL / LIGHT INDUSTRIAL; Total Area : 253 sq.m TOTAL NUMBER OF UNITS : **1**	**UNIT F** : 2 STOREY COMMERCIAL / RETAIL UNITS @ 112 sq. m per floor = 224 sq.m Total Area = 224 sq.m TOTAL NUMBER OF UNITS : **1**	
UNIT C : 2/3 STOREY COMMERCIAL ? (NOT SURE OF FRONTAGE) @ 66 sq.m per floor Total Area : 132/198 sq.m TOTAL NUMBER OF UNITS : **1**	**UNIT G** : 3 STOREY COMMERCIAL / RETAIL / RESIDENTIAL Ground floor :441 sq.m (minus pedestrian route) First & second floor : 491sq.m – 20% = 393 sq.m x 2 = 786 sq.m 3 x 3 bed units @ 95 sq.m = 285 3 x 2 bed units @ 75 sq.m = 225 3 x 1 bed unit @ 55 sq.m = 165 TOTAL = 675 sq.m TOTAL NUMBER OF UNITS : **9**	
UNIT D : 2 STOREY RESIDENTIAL (3 x 3 bed units based on a terrace type dwelling measuring 7m deep by 7m wide; 49 sq.m per floor x 2 = 98 sq.m Total Area = 294 sq.m) TOTAL NUMBER OF UNITS : **3**		**DENSITY: N/A**

This case study demonstrates the sorts of densities which could be achieved on this site. It does not imply that the Council favours this site over others, or that the Council is necessarily committed to its development in principle or in the form shown.

C Design Approach

C.1 Government guidance on Housing contained in Planning Policy Guidance Note 3 (PPG3) recognises the need to create mixed and inclusive communities, including a variety of housing and tenures, to secure a better social mix and meet the increased demand for smaller households over the longer term.

C.2 PPG3 promotes the creation of sustainable residential environments with links to public transport, the inclusion of a mix of land uses where appropriate and good quality design as key issues for such developments. PPG3 also encourages housing development which makes more efficient use of land (not less than 30 dwellings per hectare) and seeks greater intensity of development at places with good public transport accessibility around major nodes and along good quality public transport corridors.

C.3 Development should be designed to respect the character of the surrounding area. It should also aim to achieve an attractive living and working environment with access to recreational and social facilities and be well integrated with the surrounding area whilst protecting the environment and promoting sustainable development principles.

C.4 The key urban design principles employed in the following case studies are in accordance with the Government's publication 'By Design – Urban Design in the Planning System: Towards Better Practice', (DETR & CABE) 2000.

- Character

To promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture and create a place with its own identity.

- Continuity & Enclosure

To promote the continuity of street frontages and the enclosure of space by development which clearly defines private and public areas.

- Quality of the Public Realm

To promote public spaces and routes which are attractive, safe, uncluttered and work effectively for all the community.

- Ease of Movement

To promote accessibility and local permeability by making places that connect with each other and are easy to move through, putting people before traffic and integrating land uses and transport.

- Legibility

To promote legibility through development that provides recognisable routes, intersections and landmarks to help people find their way around.

- Adaptability

To promote adaptability through development that can respond to changing social, technological and economic conditions.

- Diversity

To promote diversity and choice through a mix of compatible developments and uses that work together to create viable places that respond to local needs.

C.5 One of the principal aims of the designs is to reduce the need to travel by car. This can be achieved by;

- Ensuring connected streets rather than cul de sacs;
- Using small block sizes, allowing the creation of direct convenient routes;
- Creating a pattern of roads which relates to the existing buildings and road network, to encourage pedestrian and cycle movement throughout the area;
- Providing a fine-grained network of footpaths which are linked to each other and to where people want to go; and
- Locating local facilities in accessible locations, with good connections between public transport, footpaths, cycle routes and surrounding areas.

C.6 Specific design objectives will be related to areas of different character as identified through the Typical Urban Area study illustrated in Appendix B. This will show in more detail how key urban design principles can be translated into the creation of a successful residential development with a sense of place and identity.

C.7 The studies represent indicative design illustrations only, providing a reality check against density and capacity calculations used in the study and an illustration of high quality residential environments at higher densities. They do not represent real proposals or Council policy towards the sites. The capacity figures derived from the study are not dependent upon the dwelling numbers put forward in the case studies.

APPENDIX D

Notes from Housebuilder Workshop

General Discussion

- Infill site are expensive to develop and the Council should be more flexible with is standards (– parking, amenity space and highways), to encourage the development of these areas.
- Quicker processing of applications, quicker response to enquiries, 'cleaning' and marketing sites would also encourage development.
- Majority of sites in Southend are small but the market will respond to this.
- Overall the town needs to improve its image and improve the marketing.
- Local businesses need improved accessibility.
- Transport investment necessary to improve quality of life and retain population.
- Need to recognise that Southend is a dormitory town.
- Major companies have moved out. Perception that Southend is the wrong location for an administrative centre.
- Existing large offices are not good quality. Recommend redevelopment of large office blocks, e.g. Victoria Avenue to allow mixed use schemes.
- The demand for large office space decreases in areas within commuting distance from London.
- Desire for modern employment buildings.
- There is a demand for local offices for local businesses.
- Southend will benefit from 'Lifestyle Development'. i.e. move towards small shops, boutiques, small enterprise offices, improved leisure facilities, mix of new good quality housing, environmental improvements. Lifestyle changes will encourage investment.
- Need improvement in quality of housing stock. Demand for mix of housing types to maintain movement in the housing market. Lack of large houses.
- House prices going up, currently strong demand for housing.
- Garrison site in Shoeburyness proving to be very popular. Mix of new and original buildings, mix of types.

Living over the shop

- In general living over the shop is less desirable which means the demand is less, however 'trendy' areas with a 'high quality lifestyle' e.g. Leigh Broadway, are more popular. Hamlet Court Road could become desirable if the shops were better quality and the landscaping and shopfronts improved. The Council should offer support and advice to the retailers to encourage regeneration.
- The Council should encourage conversion of the ground floors in parades that are significantly vacant/struggling and protect those areas that are still vibrant. (e.g. The Elms – Chalkwell Park should be converted to residential). Conversion should have a high quality of design.
- Mixed use is more appropriate in vibrant areas although a flexible approach to standards is required.

Live Work Units

- Live work units are seen as a way of getting round planning restrictions.
- They are undesirable in residential areas because of the uncertainty of uses, noise, traffic, servicing and turning requirements.
- May be limited demand for studio / workshop live work units in Leigh.
- It is difficult to control uses to be residential friendly, - if they are restricted to a list the unit becomes less flexible and therefore less marketable.
- People don't usually want to work and live in same place. Aspirations to live elsewhere.
- This type of development has not been successful elsewhere.
- Suggestion that small businesses or individuals require small hi-tech units in 'enterprise hubs' (10-15,000 sqft) dotted around the borough with good accessibility and visibility. Provides support and room for expansion. See r/o fire station Rochford, 12 x 500 sq. ft units - very popular.

- Ideal site for enterprise hub:
    - Good roads;
    - Greenfield or an accessible and visible site near the town centre;
    - 0.5 acre site.
- No interest shown by market in live/work units. To market something it needs to be demand-led to a certain extent.
- Location is a key factor in the success of live work units.

Site Specific Discussion

North Road

- To make this site 'add up' commercially the density should be fairly high.
- The development should be predominately residential. Suitable commercial uses (on a small scale) could be: day nursery/ crèche, video hire/ corner shop, and other community facilities.
- Larger commercial uses are undesirable in residential areas.
- This is an area of parking stress and a parking level of 1-1.5 spaces per dwelling should be allowed.
- Congested roads.
- Contaminated land.
- Poor visibility.

Fairfax Drive

- High density, double frontage (Fairfax Drive and allotments) purely residential development recommended.
- Provision of day nursery.
- Same issues as North Road site.

Prudential Building

- History of interest for conversion of this building.
- This site is suitable for flats, student accommodation (and associated facilities e.g. IT suite, library, social rooms, coffee bar) or a mixed use residential and offices. (Note: low floor heights may be a problem for IT and air conditioning)
- Parking permits for Farringdon could be negotiated.
- A high quality scheme is needed to attract 'good quality' residents

Prittlewell

- The uncertainty of the future of Roots Hall means that this site lacks stability.
- The nature of the site – historic buildings, access, means that this is difficult.
- A 'nice mess' which works in its own vernacular.
- Infilling would be necessary to lift the area. A 'tidying up' planning brief should be produced.
- Offices have been vacant for long time. Potential for conversion.
- Current use value too low for wholesale redevelopment.

APPENDIX E

Summary of Urban Capacity Site Survey Results