

public participation: issues and options
regulation 25
june 2010

development plan document
development management

southend on sea borough council
local development framework



delivering regeneration and growth

The UK economy entered a period of recession in 2008/2009 and experienced the biggest quarter-on-quarter economic decline since 1980. The economic recovery process has begun, but at a slow rate and the economy remains fragile. Coupled with a weak economy, the Government has to tackle a Government spending deficit that has exceeded an unprecedented £156 billion. The Treasury will also undertake a Spending Review, reporting in the autumn following consultation with all tiers of Government and the private sector. This current fragile economic situation is having a direct impact upon public and private investment decisions, which in turn is likely to affect the delivery of new houses, employment opportunities and infrastructure schemes, in the borough.

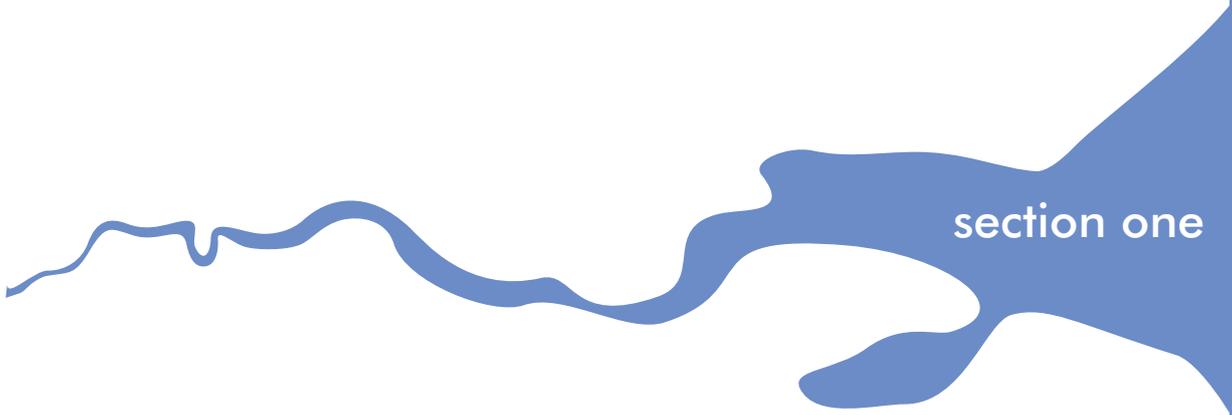
The Borough Council, however, is committed to providing a flexible and effective Planning Framework to guide development decisions in a way that best meets the needs and aspiration of local people and the business community. This means planning for the longer term now to provide certainty for the development industry ready for when the economy recovers.

The situation will be monitored closely and taken into account, along with comments made on this Issues and Options Report, during the next stage of Plan preparation.

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section one

Section: 1 Introduction

The Local Development Framework

This document is the Southend-on-Sea Development Management Issues and Options document. The Development Management Development Plan Document, when adopted, will form part of the Southend-on-Sea Local Development Framework (LDF).

The LDF was introduced by the Planning and Compulsory Purchase Act 2004 and comprises a number of statutory planning documents called Development Plan Documents (DPDs) and non-statutory further guidance set out in Supplementary Planning Documents (SPDs) which provides further development plan policy detail.

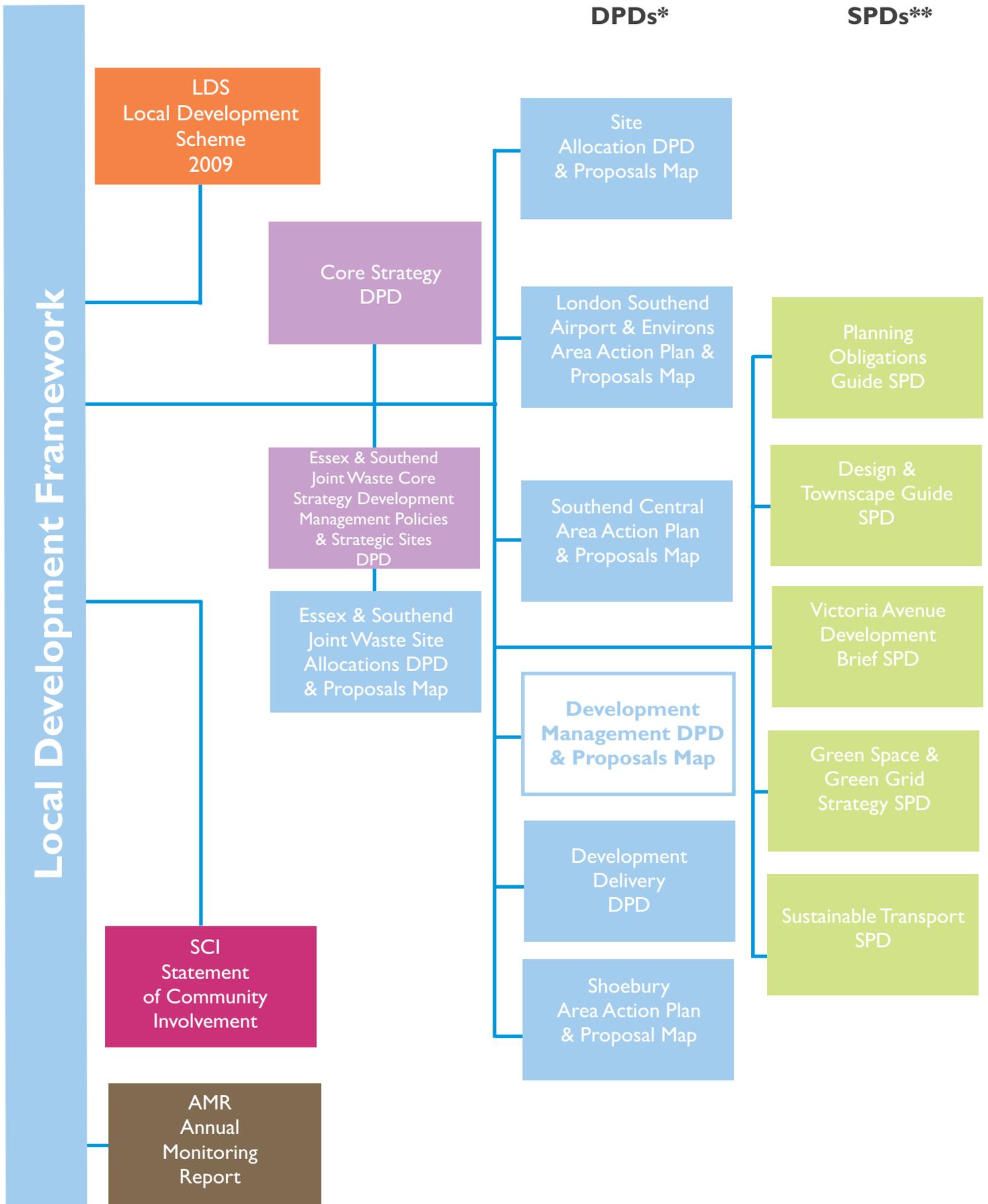
Southend-on-Sea's Core Strategy DPD was adopted in December 2007. The Core Strategy DPD sets out the key elements of the planning framework for Southend-on-Sea. It contains a spatial vision and strategy and the strategic objectives, core policies and a monitoring and implementation framework. The Core Strategy is a strategic level document that provides the framework for subsequent DPDs, including the Development Management DPD. The Core Strategy is being followed by seven further DPDs as listed below:

- Site Allocation DPD & Proposals Map;
- London Southend Airport & Environs Area Action Plan & Proposals Map;
- Southend Central Area Action Plan & Proposals Map;
- Development Management DPD & Proposals Map;
- Development Delivery DPD;
- Shoebury Area Action Plan & Proposal Map;
- Essex and Southend Joint Waste Core Strategy, Development Management Policies and Strategic Sites DPD; and
- Essex and Southend Joint Waste Site Non-Strategic Allocations DPD.

The Council adopted the Design and Townscape Guide SPD in 2009. This document gives clear contextual development and design guidance and should be referenced for any future development within Southend-on-Sea. Diagram 1 overleaf sets out the LDF and how the Development Management DPD fits within the development plan structure.

These documents, together with the East of England Plan (Regional Spatial Strategy) will collectively form the statutory Development Plan for the borough, guiding change for the next 15 years and beyond.

Figure I: Southend on Sea Local Development Framework - Content



*Development Plan Document

** Supplementary Planning Document

Purpose of the Development Management DPD

The Development Management DPD will support the Core Strategy DPD. It will set out the Council's detailed policies for positively managing development in the borough. The policies in the Development Management DPD will replace all of the remaining policies in the Southend-on-Sea Borough Local Plan Saved Policies, which lapses in September 2010 unless the Government Office for the East of England seeks to extend the period of these policies.

How to comment

The Council is committed to engaging the community and stakeholders in developing the policy direction for the Development Management DPD and seeks to encourage the widest debate possible. The information received from a number of earlier consultations from other LDF consultations has informed the preparation of this document together with work undertaken by Renaissance Southend Ltd

We are seeking your comments and suggestions on the Development Management Issues and Options put forward within this document.

Please make sure we receive your comments by 5pm on 9th August 2010.

Alternatively, you can use the contact methods below:

By email to: council@southend.gov.uk

By post to: Strategic Planning, Department of Enterprise, Tourism & the Environment, PO Box 5557, Civic Centre, Southend-on-Sea, SS2 6ZF

Please make it clear in your written comments which question you are commenting on.

Summaries and where practicable, full representations will be made available on the Council's website and where appropriate other information points.

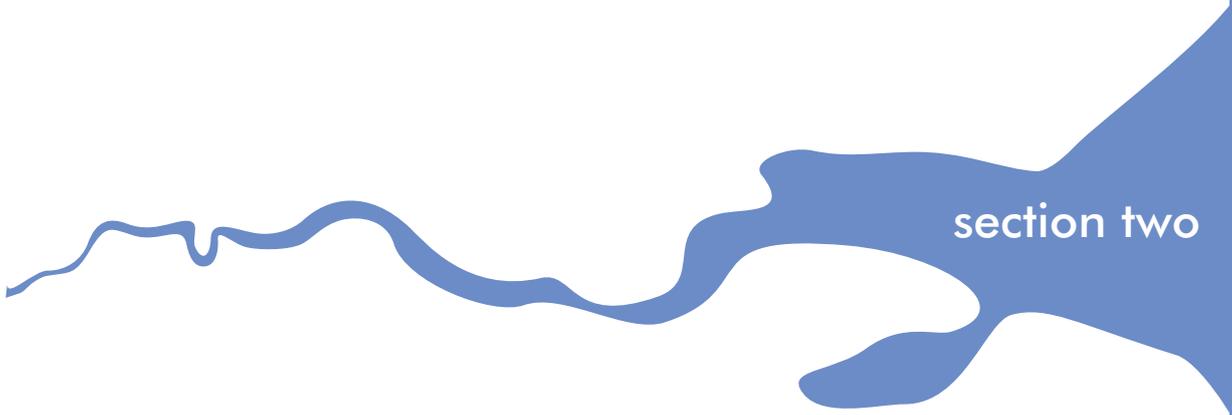
What Happens Next

After the consultation period has ended in August 2010, the Council will take into account all comments made before preparing a submission document for publication which will be subject to wider consultation on how it meets the Government's tests of soundness. This document will include proposed planning policy which will be examined in public by an independent planning inspector who will make binding recommendation and judge whether the Development Management DPD is suitable to be considered for adoption by Southend-on-Sea Borough Council.

Diagram 2 sets out the production timetable and future consultation periods for the Development Management DPD.

Diagram 2: Development Management DPD: Timetable

Production Stage	Key Dates
Issues and Options Consultation (regulation 25)	June - August 2010
Publication / Consultation on Development Plan Document	December 2010 / January 2011
Submission of Document to Secretary of State for Independent Examination	June 2011
Pre-examination Meeting	August 2011
Independent Examination Hearing Sessions	October 2011
Inspector's Final Report	December 2011
Adoption	February 2012



section two

Section 2: Development Management: Place-Shaping in Southend-on-Sea

The Southend-on-Sea LDF seeks to deliver positive social, economic and environmental outcomes through its development plan documents (DPDs). The Development Management DPD will reflect a desire to make planning a tool for achieving better outcomes rather than a test of adequacy. Development management is a positive and proactive approach to shaping, considering, determining and delivering development proposals.

Whilst the Development Management DPD will set out the development management policies in which to assess planning applications, the overall development management process now takes on a holistic approach from pre-application to delivery and encompasses the policy content of each of Southend-on-Sea's LDF documents. Development management is not just a set of rules to restrict development but a process that actively facilitates the delivery of the place-shaping vision for Southend-on-Sea as set out in national planning policies, the Core Strategy and the Sustainable Community Strategy. The Council's approach will help to satisfy the local area agreement targets and show that the integrated service delivery needed for comprehensive area assessment is achievable.

This Development Management DPD will provide an outcome based focus. The Council will seek to develop policies that will adopt an approach where planning application proposals will be directed towards an assessment of the way in which the proposed development will contribute to the desirable outcomes and any impacts that are likely to arise. The Council's approach will encourage: effectiveness; efficiency; transparency; and predictability through the planning process. Development management in Southend-on-Sea will consequently:

- Deliver the vision and the strategic objectives of the Core Strategy and the Sustainable Community Strategy into high quality sustainable developments on the ground;
- Facilitate private investment and co-ordinate the delivery of public sector investment in capital works and revenue funded services to achieve good value for the community;
- Create a positive framework for the implementation of action on economic growth, climate change, social inclusion, healthy communities and other national 'big picture' imperatives;
- Protect quality environments and ensure that in new development any adverse impacts are identified and mitigated;
- Use a problem solving approach in order to influence planning proposals to achieve better quality places and better outcomes for the community; and
- Foster design excellence.

The Council will adopt a front loaded approach to development management with emphasis on pre-application discussions which may include discussions with residents and stakeholders as appropriate. The Council will ensure that the processes involved are

appropriate to the scale and complexity of the development proposal and relevant legislation. They should also reflect the sensitivity, constraints and spatial policies relating to the development site and wider area.

The Council considers that improvements to development management process will require all parties within the process to be prepared to invest effort in discussions and provision of information prior to the submission of a planning application. Spending time on exchanging information during the critical period in which a development proposal is still fluid and capable of adaptation provides a collaborative way of working to solve problems, enhances sustainability and quality, ensures financial viability and delivers benefits to the community and the economy.

To gain value for money from a pre-application discussion, it is necessary for a developer to provide the Council with sufficient information so that the planning officer invites all the relevant people to participate. This is likely to include plans and photographs of the site and its surroundings, details of existing use and ownership and sufficient information about the development proposal to draw out a meaningful discussion. Scheme drawings should include preliminary plans, showing relationships to adjacent buildings, access, servicing and parking, and where possible some indication of the architectural approach and materials to be used.

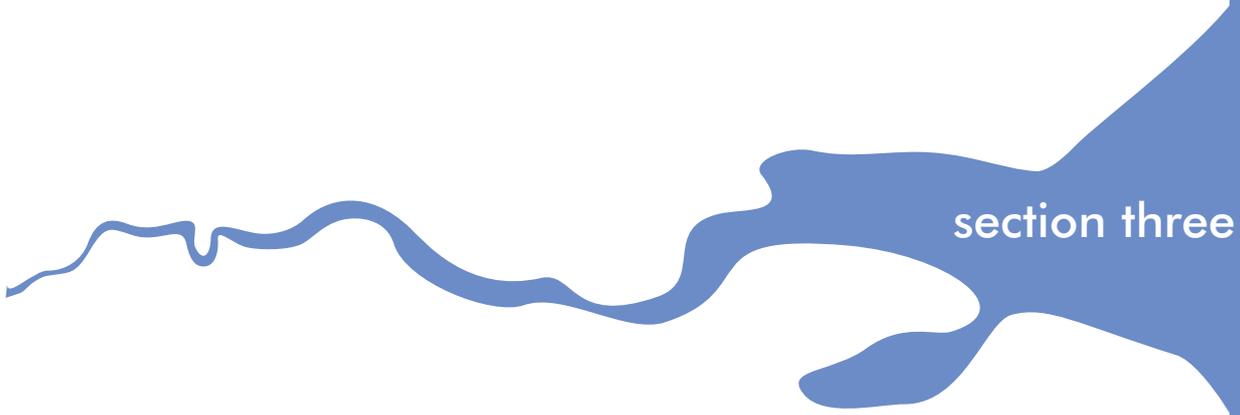
The Council will ensure that any pre-application meeting or correspondence follows a structured approach that ensures the developer is left with a clear view on how the proposals will be assessed by the Council and an understanding of the changes needed to gain acceptability. The Council considers that there are significant benefits from well managed engagement prior to the submission of a planning application, which include:

- Improved quality of the proposed development;
- Opportunities for better co-ordination of investment in an area;
- Improved efficiency for all users by reducing wasted time and money spent on abortive work or going over old ground;
- Avoidance of incomplete/invalid applications;
- Consensus on planning conditions and s106 obligations that could otherwise delay implementation;
- Identification of who should be involved from the early stages and opportunities created for them to be heard in an effective way; and
- Additional clarity and certainty for both applicants and the community.

The Council will ensure that development management does not stop once a decision notice is issued. To reduce delays in delivery following planning application approval, the Council will seek to ensure that planning obligations are agreed prior to an applications determination. The Council will ensure the discharge and compliance with conditions and will also monitor the commencement of approved planning permissions and where appropriate provide assistance to ensure that there are no unnecessary delays in delivery.

The Annual Monitoring Report will provide scope for monitoring and testing of the Development Management DPD policies to assess:

- How effective the policies are in achieving the outcomes required;
- The strength of policies in terms of how they can be implemented; and
- The processes used in development management e.g. for community and stakeholder engagement on development proposals.



section three

Section 3: Development Management Policy Context

National Policy

At a national level, the Government sets out planning policies and principles within Planning Policy Guidance (PPGs), which are currently being rewritten and replaced by Planning Policy Statements (PPSs). The full list of PPGs and PPSs and their development management policies are set out in Appendix 1 and 2 and are available on the Community and Local Government (CLG) website at www.communities.gov.uk.

National guidance and policy, including relevant annexes, are material considerations and can be used to determine decisions on individual planning applications. In many cases national and regional policy and the Core Strategy provide comprehensive policy coverage of an issue. This means that not every circumstance and type of development will need to be included within the development management policies.

In May 2010, there was a change of Government that set out in the Queen's Speech, an intention to amend the planning system. The future production stages of the Development Management DPD will take account of any relevant future changes to the planning system at the time of publication.

Regional Policy

All development proposals will be subject to the policies contained within the East of England Plan (2008) which provides the regional spatial strategy for the region. The East of England Plan forms part of the development plan for Southend-on-Sea, along with the Local Development Framework. Therefore both the RSS and LDF will be used to determine planning applications.

The most relevant East of England Plan policies to each issue identified in this Development Management Issues and Options document are listed within the supporting text. A comprehensive list of all the East of England Plan policies is provided in Appendix 3.

Local Context

Southend-on-Sea Sustainable Community Strategy 2007 – 2017

The Southend-on-Sea Local Strategic Partnership 'Southend Together' produced a Community Strategy for the period 2007 to 2017 which sets out a long term strategy for delivering the vision for Southend. The Community Strategy 2007 – 2017 sets out the following ambitions to be achieved by 2017:

- To be a borough that has a safer, more accessible, and affordable means of getting about, which supports the potential for regeneration and growth;
- To provide visionary leadership and enable inclusive, active and effective participation by individuals and organisations;

- To create a safer community for all;
- To be recognised as the cultural capital of the East of England;
- To create a thriving and sustainable local economy, which extends opportunity for local residents and promotes prosperity throughout the borough;
- To continue improving outcomes for all children and young people;
- To protect the borough for current and future generations and to remain an attractive place for residents, businesses and visitors;
- To provide opportunities, support and information to people of all ages and abilities to enable them to take responsibility for their health and choose a healthy lifestyle;
- To be a borough with decent housing, in safe and attractive residential areas that meet the needs of those who want to live here.

Southend's Local Area Agreement 2008 – 2011 – Quality of Life for Life

The Local Area Agreement (LAA) is a short term action plan to deliver Southend-on-Sea's Sustainable Community Strategy. The LAA sets out the local priorities which aim to make Southend-on-Sea a better place in which to live, work and enjoy. The main aim of the LAA is to achieve local solutions that meet local needs while also contributing to national priorities set by Government.

To effectively align the LAA with the Sustainable Community Strategy and to provide a delivery plan, the LAA has set seven key priorities. These are as follows:

- Strengthening the local economy;
- Raising aspirations and achievements;
- Making a safer place to live;
- Leading a cohesive community;
- Tackling health inequalities;
- Safeguarding a high quality, sustainable environment; and
Revitalising Southend-on-Sea's image.

The Corporate Plan 2010 - 2013

The Corporate Plan ensures that the Council's aims and priorities are focused on delivering the vision for the community and the aspirations set out in the Sustainable Community Strategy and Local Area Agreement (LAA).

The Plan has a number of Corporate Priorities and Cross Cutting Priorities which will help deliver the aims and vision. These are:

Aims	Priorities
Safe	Continue to reduce crime, disorder and anti-social behaviour
	Create a well-maintained and attractive street scene, parks and open spaces
Clean	Minimise our impact on the natural environment
Healthy	Continue to improve outcomes for vulnerable adults and older people
	Make Southend active and alive with sport and culture

Prosperous	Continue to improve outcomes for vulnerable children
	Enhance the prosperity of Southend and its residents
	Enable well-planned quality housing and developments that meet the needs and expectations of Southend's residents and businesses
	Reduce the inequalities gap and increase the life chances of people living in Southend
Excellent	Become a higher performing organisation

Southend-on-Sea Local Development Framework

The Core Strategy DPD, adopted 2007, is the overarching document within the Southend-on-Sea LDF. It sets out the strategic spatial planning framework for the borough through its vision, strategic objectives and policies, including the scale and distribution of key types of development such as housing, employment and infrastructure. The role of this Development Management DPD is to assist delivery of the spatial planning framework by providing greater detail as to how development and investment proposals will be managed 'on the ground'. As such the Development Management Policies must conform to the Core Strategy DPD and both documents together with other relevant DPDs and Supplementary Planning Documents¹ (SPDs) will be used to determine planning applications.

The aim of the Core Strategy is to secure a major refocus of function and the long term sustainability of Southend-on-Sea as a significant urban area which serves local people and the Thames Gateway. To do this there is a need to release the potential of Southend-on-Sea's land and buildings to achieve measurable improvements in the town's economic prosperity, transportation networks, infrastructure and facilities; and the quality of life of all its citizens. This will include safeguarding and improving the standards of the town's amenities and improving the quality of the natural and built environment. For information and ease of reference, the Vision and Strategic Objectives for the Core Strategy DPD are set out below.

Strategic Objectives

- SO1 Deliver employment led regeneration, wealth creation and growth across Essex Thames Gateway sub-region.
- SO2 Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence.
- SO3 Create and maintain a balance between employment and housing growth in the future.
- SO4 Secure sustainable regeneration and growth focused on the urban area.
- SO5 Provide for not less than 13,000 net additional jobs in the period 2001 to 2021 within Southend.
- SO6 Provide for 6,500 net additional dwellings in the period 2001 to 2021 within Southend.
- SO7 Target future dwelling provision to meet the needs of local people including the provision of affordable housing.

¹ Design and Townscape Guide SPD

- SO8 Secure a thriving, vibrant and attractive town centre and network of district and local centres.
- SO9 Secure a 'step change' in the provision of transport infrastructure as an essential concomitant to new development.
- SO10 Maximise the effectiveness and integration of key transport corridors and interchanges as a principal focus for development in the urban area.
- SO11 Secure the regeneration of London Southend Airport to enable it to reach its potential to function as a local regional airport providing for significant new employment opportunities and improved surface access subject to environmental safeguards.
- SO12 Secure the sustainable use of the River Thames and its Estuary as an asset for transport, leisure and business.
- SO13 Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community.
- SO14 Deliver high quality, well designed and attractive urban and natural environments which are safe, people friendly and distinctive, and which respect and enhance existing character and local amenity.
- SO15 Secure effective and efficient sustainable development which prevents or minimises local contributions to, and the impact of, climate change, flood risk and the depletion of non-renewable resources, including the application of sustainable construction and operation in all development through the prudent use of natural resources, energy efficiency and low carbon emissions, and the maximum use of renewable and recycled resources.
- SO17 Regenerate and bring back into productive and beneficial long-term use, including where appropriate use for biodiversity or other natural resource value, land which is contaminated or otherwise degraded.
- SO18 Contribute to the creation of a 'Green Grid' of high quality, linked and publicly accessible open spaces and landscapes across the sub-region.
- SO19 Secure delivery of strategic objectives through all relevant delivery bodies and their strategies.

Local Transport Plan

The local implementation plan and framework for transport infrastructure is presented in the Southend-on-Sea Local Transport Plan (LTP2) 2006 to 2011. Work has begun on the third LTP and the outcome will inform the submission version of the Development Management DPD.

LTP2 recognises the need and requirement for high quality, well designed and accessible transport infrastructure and its contribution towards creating an improved travel environment and aiding the delivery of an urban renaissance.

Renaissance Southend Ltd

As part of the Government's Sustainable Communities Agenda, a number of Urban Regeneration Companies (URC's) have been established for key towns and cities to promote and deliver regeneration and growth. A URC for Southend, '*Renaissance Southend Limited*', was established in 2005.

The URC has produced a 'Framework Document' for the whole borough to guide its work. Initially the URC has focused its attention on particular areas of the borough to deliver real change. This includes the Town Centre and the Central Seafront Area for which masterplans have been prepared. As part of the preparation process of the Masterplan, separate consultations have been undertaken to gain the views of key stakeholders and other interested parties. Details of this work can be viewed on the URC's web site at www.renaissancesouthend.co.uk.

Other Material Considerations

Crime and Disorder Act 1998 / Police Reform Act 2002

Section 17 of the Crime and Disorder Act 1998 and subsequent amendments in the Police Reform Act 2002 state that the Council will do all it reasonably can to reduce and prevent further crime and disorder in its area. The Council has therefore prepared the Southend-on-Sea Crime, Disorder and Drugs Strategy and will, through the Southend Crime and Disorder Partnership, seek to combat the problems of crime and disorder through the implementation of strategic priorities and measured by the annual assessment of identified action points.

Biodiversity

Safeguarding, protecting and enhancing nature and conservation sites of International, national and local importance is a priority for the Council. The area of the estuary bounding the Seafront contains a number of these sites, whose designations include Ramsar (wetlands), SSSI (Sites of Specific Interest), SPA (rare or vulnerable species) and NNR (National Natural Reserve).

The Development Management Issues and Options

The following Sections set out for discussion and comment what the Council considers to be the main issues and options for development management policies. These are set out within the following key themes.

- Design and Townscape;
- The Seafront;
- Housing;
- Economic Development;
- Environmental Management; and
- Transport and Accessibility.

Also provided for comment is what the Council considers the best approach needed to deliver the Vision and Strategic Objectives of the Core Strategy effectively and how this can be achieved within each theme. This 'suggested approach' is followed by alternative approaches which the Council is also seeking views on. For example are they better or worse than the suggested approach.

The UK economy entered a period of recession in 2008/2009 and experienced the biggest quarter-on-quarter economic decline since 1980. The economic recovery process has begun, but at a slow rate and the economy remains fragile. Coupled with a weak economy, the Government has to tackle a Government spending deficit that has exceeded an unprecedented £156 billion. The Treasury will also undertake a Spending Review, reporting in the autumn following consultation with all tiers of Government and the private sector. This current fragile economic situation is having a direct impact upon public and private investment decisions, which in turn is likely to affect the delivery of new houses, employment opportunities and infrastructure schemes, in the borough.

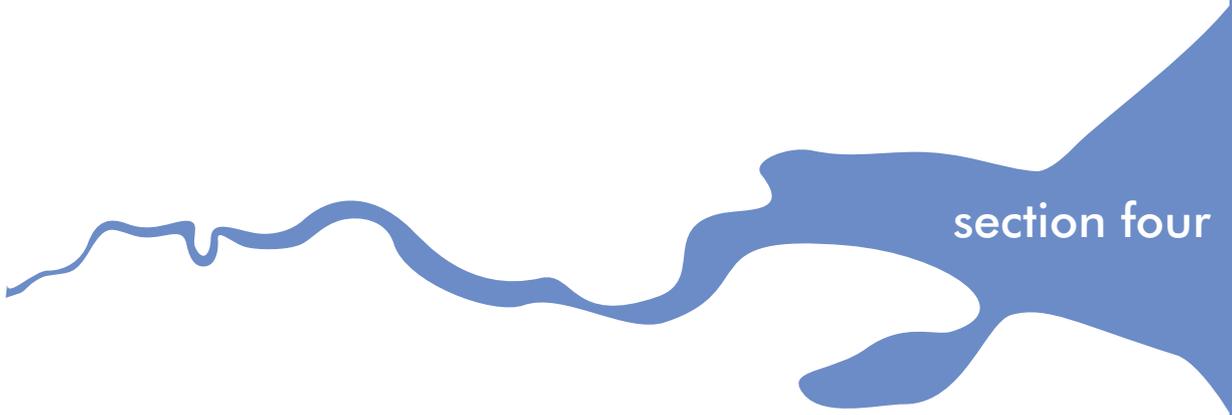
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The situation will be monitored closely and taken into account, along with comments made on this Issues and Options Report, during the next stage of Plan preparation.

Generic Questions

When reading through this Development Management Issues and Options consultation document please consider the issues and suggested options in respect to the following generic questions:

- 1. Has the Council identified all the key development management issues that are relevant to Southend-on-Sea?**
- 2. Do you agree with the suggested policy options?**
- 3. Are there any other options that you think the Council should consider as well as the ones suggested within this consultation document?**
- 4. Do you think that the Council's evidence base is sufficient to inform the Development Management DPD or do you consider that there is a need for further studies to inform this document?**



section four

Section 4: Design and Townscape

Issue DM1 – Design of Developments

Issue

Located within the South Essex Thames Gateway growth area and one of the region's most popular tourist destinations, the Council has an opportunity to require high quality design that respects and enhances Southend-on-Sea's local distinctiveness. The Council therefore considers that good design should be at the forefront of all planning applications and is an important element in creating successful places which in turn can assist in making the borough a more attractive, healthier and environmentally sustainable place in which to live, work and visit.

The Council will consider design issues in a holistic manner to ensure that buildings, places, public realm and movement patterns work together to produce attractive, distinctive and safe areas which contribute to healthy lifestyles and take account of the Council's strategic objectives.

Context

Promoting good design will help to realise a number of the key objectives and policies within the Core Strategy and the creation of high quality, sustainable places. In any development, consideration needs to be given to the characteristics and context of the surrounding area in determining the appropriate design approach. Good quality design is important both in terms of reinforcing distinctive characteristics and qualities and contributing towards successful and sustainable place making.

The second edition of SPD1 (Design and Townscape Guide) was adopted by the Council in 2009 and provides detailed design advice for achieving good quality development within the borough. It should be considered alongside the future adopted Development Management DPD policies, as well as the adopted Core Strategy policies. The SPD provides further guidance for planning applicants in recognising the sensitivity of their site context and surroundings, in realising the development potential of individual sites and in contributing to the revival of civic pride and a sense of place for the borough.

In order to support existing and emerging planning policy and guidance, the Council has commissioned a 'Southend-on-Sea Borough Wide Character Study' which is scheduled for completion in 2010. This document will provide a detailed understanding of the borough's urban character, which will be used as an information guide when determining planning applications and will inform planning policy including the submission version of the Development Management DPD.

The South Essex Strategic Housing Market Assessment (SHMA) sets out a quantitative approach to density. This document suggests that a density of at least 60 dwellings per hectare is appropriate within urban locations of South Essex with high public transport accessibility and access to services such as town centres. The Council considers that these figures provide a good indicative approach. However, the Council considers that density

should be a product of design which will determine the capacity of the site. The Council will also seek to ensure that development can be supported by existing services such as public transport, local shops, healthcare and schools with a focus on contributing to liveable and inclusive sustainable neighbourhoods.

The Council recognises that good urban design requires a 'partnership' approach between the Council, applicants and the local community. As such, the Council will encourage applicants to engage in pre-application discussions with the Local Planning Authority and where appropriate the local community. They can benefit both applicants and the Council in ensuring a better mutual understanding of the proposals and defining the scope of drawings and reports to be submitted with the planning application.

Design of Developments – Suggested Option

Our approach is:

For development to be of a high quality design standard that incorporates sustainable materials and detailing to maintain and create an attractive urban and natural environment which is sustainable, safe, people friendly and distinctive and contributes to the creation of successful and sustainable places.

The Council seeks to successfully integrate development into the existing built fabric by ensuring a satisfactory relationship with their surroundings in respect to the pattern and arrangement of development blocks, streets, density, form, scale, massing, height, elevational design and materials as it is the interrelationship between all these elements, rather than their individual characteristics that bond together to make a successful place.

We consider that this can be achieved by:

1. Ensuring that development is based on a thorough and objective understanding of the surrounding context and character of the area. In particular, the Council takes the view that development proposals should demonstrate how they will take account of and where appropriate, enhance the following:

- (i) Location and links to the wider area;
- (ii) Historic development and local vernacular;
- (iii) Urban grain and morphology;
- (iv) Public and private spaces and enclosure;
- (v) Uniformity and rhythm of buildings, where appropriate;
- (vi) Topography, natural and built landmarks, views and skyline;
- (vii) Natural environment and trees;
- (viii) Streetscape and public realm;
- (ix) Function and uses throughout the day and night; and
- (x) Levels of activity.

2. Ensuring that development respects the relationship with its neighbours. Developments would be required to be designed to allow for adequate privacy and outlook for adjoining properties and also ensure that there is no unreasonable overshadowing. Developments should also not result in excessive noise, activity or vehicle movements to the detriment of its neighbours.

3. Ensuring that development provides a layout that takes account of the potential users of the site including giving priority to pedestrian, cycling and public transport access and provision for disabled people and those with restricted mobility.

4. Ensuring that the density of development will be design-led and will seek to optimise the use of land in a manner that is compatible with the local context, taking into consideration the intensity, scale, character of the surrounding area, available amenity space together with local infrastructure and transport capacity. Development proposals that result in an excessive density or intensity of development that would lead to a poor quality of life for existing and future occupants of the local area will be refused. A higher density will be considered at strategic locations identified within the AAPs.

5. Ensuring that all developments are designed to provide a safe and secure environment which reduces opportunities for crime and the fear of crime throughout the day and night. The Council considers that particular regard should be given to the 'Secure by Design' principles.

6. Requiring all development to demonstrate strong, quality design and sustainable standards that incorporates the use of high quality materials and finishes in order to maintain and create an attractive and distinctive local and urban environment.

7. Encouraging pre-application discussions with the Council for all potential development proposals to agree the level of detail for the planning application and to agree an appropriate design approach. The Council's pre-application approach will be proportionate to the nature of the proposal.

8. Ensuring that the design principles set out in the Design and Townscape Guide SPD are followed.

Design of Developments – Alternative Options

1. Adopt an approach that allows moderate quality design where it meets other objectives within the LDF.

This approach does not meet national design policy set out in PPS1 and PPS3 and would result in a poor quality built environment that undermines the objectives for the South Essex Thames Gateway as set out in the East of England Plan.

2. Rely upon national and regional policy and existing policies within the adopted Core Strategy.

National and regional policy requires a local approach to design to reflect the character of the surrounding area.

3. Adopt the principles set out in Essex Design Guide.

The Essex Design Guide generally reflects the design characteristics of rural Essex

and the County's market towns and does not reflect the more intensive urban characteristics of Southend-on-Sea.

4. Set numerical density requirements.

It is considered that it is inappropriate to set numerical density figures as this could affect and detrimentally impact upon the quality of design by imposing rigid requirements that may be inappropriate on a site by site basis. It is considered that a flexible approach is required that is design-led and takes account of the capacity of the site and surrounding areas and ability to absorb development.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 14
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy C8: Advertisements
Policy C11: New Buildings, Extensions and Alterations
Policy C13: Street Furniture
Policy H5: Residential design and Layout Considerations
Policy H6: Protecting Residential Character (first alteration)
Policy H12: Environmental Improvement of Residential Areas
Policy U9: Child Minding Facilities
Policy U10: Provision of Other Community Facilities

Issue DM1: Questions

5. Do you agree with the suggested option?
6. Do you consider the alternative options to be more appropriate? If so, please state why.
7. Are there any other approaches to implementing high quality design in new developments that should be considered by the Council?

Issue DM2 – Tall Buildings

Issue

A well sited and well designed tall building can bring many advantages to Southend-on-Sea such as a contribution to regeneration, helping to create a positive image for the borough, provide a landmark and enable an efficient use of land. Southend-on-Sea does however command an important location set on the cliffs and foreshore overlooking the River Thames and its mouth to the North Sea. The Council considers that any proposals for tall buildings in Southend-on-Sea will have to consider its siting in respect to the wider setting of Southend-on-Sea and impact upon the local context.

Context

Tall and large buildings are those that are noticeably taller than their surroundings and have a significant impact on the skyline. They have the potential to form part of a strategic approach to meeting the regeneration and economic development objectives set out in the Southend-on-Sea Core Strategy DPD and Central Area AAP.

Southend-on-Sea is broadly characterised by 1 to 4 storey dwellings with some pockets of taller buildings, particularly in the central areas. The Southend-on-Sea Character Study will set out the areas in which tall buildings are already present and will consider their relationship to the streetscene. It will also be clear from the findings of the Southend-on-Sea Character Study the areas where the introduction of tall buildings will have an unacceptable impact upon the character of the area. Tall buildings will therefore be resisted in areas where they would have a significant detrimental impact on local character.

The Council's ambition is for 'excellence' for the design of tall buildings. As such it is considered that tall buildings should always be of the very highest architectural quality and should not have a negative impact on the amenity of surrounding uses. The location of a tall building, its alignment, spacing, height, bulk, massing and design quality should identify with and emphasise a point of civic or visual significance over the whole area from which it will be visible. This will improve the legibility of the area and ensure that tall buildings are attractive and contribute positively to the image and built environment of Southend-on-Sea.

Tall Buildings – Suggested Option

Our approach is:

Tall and large buildings should be part of a strategic approach to changing strategic locations in Southend-on-Sea and should not have an unacceptably harmful impact on their surroundings.

We consider that this can be achieved by:

1. Ensuring that tall buildings would only be permitted in the sites/areas identified in the Area Action Plans. Applications for tall or large buildings should include an urban design analysis that demonstrates the proposal is part of a strategy that would meet the following requirements:

Tall and large buildings should:

- (i) Only be considered in areas whose character and appearance would not be harmed by the scale, mass or bulk of a tall or large building;
- (ii) Relate well to the form, proportion, composition, scale and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level;
- (iii) Individually or as a group, form a distinctive landmark that emphasises a point of civic; or visual significance, and enhances the skyline and image of Southend-on-Sea;
- (iv) Incorporate the highest standards of architecture and materials;
- (v) Have ground floor activities that provide a positive relationship to the surrounding streets; and
- (vi) Make a significant contribution to local regeneration.

Tall buildings should not:

- (vii) Adversely affect their surroundings in terms of character, microclimate, wind turbulence, overshadowing, noise, reflected glare, aviation, navigation and telecommunication interference;
- (viii) Impact adversely on local views that make an important contribution to the character of the area;
- (ix) Adversely impact upon London Southend Airport; or
- (x) Be encouraged in areas that would be sensitive to their impact. Such areas might include historical settings and the edge of the Green Belt.

Tall Buildings – Alternative Options

1. Allow tall buildings across the borough irrespective of location.

It is considered that this approach could potentially detrimentally change the character of the borough and result in unsustainable development. It is considered that tall buildings should be managed to ensure that they are located in the right places.

2. Resist all tall buildings.

It is considered that in the right places, tall buildings can have a positive impact both physically in terms of the streetscene and socially where new homes and jobs are created and where community facilities are provided.

3. Provide different criteria of the acceptable and unacceptable impacts of a tall building.

The suggested criteria are based upon CABE guidance and are considered suitable within a Southend-on-Sea context.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 14
	Policy KP1: Spatial Strategy
	Policy KP2: Development Principles
	Policy KP3: Implementation and Resources
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM2: Questions

8. Do you agree with the suggested option?
9. Do you consider the alternative options to be more appropriate? If so, please state why.
10. Do you consider that there is a need to define a tall building in terms of number of storeys?
11. Are there any other issues relating to tall buildings that the Council should consider?

Issue DM3 – Intensification of Existing Residential Sites and Areas

Issue

There has been considerable pressure for the intensification of existing sites and buildings in Southend on Sea in recent years. Such sites make an important contribution to housing delivery in the borough however there is a need to carefully manage the development of these sites to ensure that the design is of a high quality and that the quality of life of existing and future residents is not detrimentally affected by such developments. Furthermore there is concern that backland, infill developments (often referred to 'garden grabbing') and conversion of existing buildings could sometimes result in the loss of Southend-on-Sea's individuality.

Context

The development of suitable plots of land situated to the rear of existing properties has made a useful contribution to the dwelling stock whilst also making optimum use of a limited land resource in the borough. However, because it is usually adjacent to existing residential properties, such development should only be permitted where it can provide a satisfactory layout and road access without adversely affecting local amenities and the

character of the area.

The LDF Annual Monitoring Report 2009 clearly indicated that much of the Council's housing provision is being met through such renewal and intensification across the borough which was expected and its role in meeting the housing provision was included within the Core Strategy spatial distribution of housing growth (Policy CP8). However, the Spatial Strategy also envisaged that this would and should diminish over time as more rigorous Development Management Policies are adopted to discourage inappropriate intensification² (especially what is known as 'garden grabbing') and Area Action Plans are adopted to assist focussing more appropriate regeneration and growth in Town Centre/Central Area and Shoeburyness.

The importance of local context and of protecting neighbour amenity applies particularly to infill and backland development, where sites can be very difficult to develop satisfactorily and can raise a number of issues, including cumulative impacts resulting from loss of garden space such as impacts on climate change, biodiversity and surface water flooding.

The Design and Townscape Guide SPD (2009) provides further detail on how backland development could be successfully achieved in Southend-on-Sea. The Southend-on-Sea Character Study will provide assessments of character which will indicate areas within Southend-on-Sea where backland development may be acceptable and areas where such developments would need to be constrained to prevent the loss of an areas character and identity.

The conversion of existing single dwellings into self-contained flats has been a common trend for the last 20 years. This has led to Southend-on-Sea's housing market offering above average private renting and a high proportion of 1-bed and 2-bed flatted accommodation when compared against other districts within the South Essex Thames Gateway area. This level of housing supply reflects the household formation in Southend-on-Sea which consists of a particularly high proportion of single person households at 35% of all households. The conversion of single dwellings has resulted in a number of conflicts within Southend-on-Sea which includes the loss of family accommodation and the residential amenity issues associated with the intensification of the existing dwelling.

With regard to residential amenity, the trend within Southend-on-Sea has been for the conversion of single dwellings into self-contained flats with sub-standard housing accommodation. Other issues that are prevalent within Southend-on-Sea include increased noise and activity levels to the detriment of neighbouring dwellings, increased on-street road parking and loss of usable private amenity space. The Council consequently seeks to ensure that any future conversions are of the highest possible quality and will contribute to improving the quality of life for the borough's residents.

The South Essex SHMA indicates that there is a growing demand within the sub-region and in Southend-on-Sea for entry level family housing. As the supply of housing is restricted

² The Government has recently abolished arbitrary density targets, reversed the classification of gardens as brownfield land to allow councils to prevent over-development of neighbourhoods and stop 'garden grabbing'.

within Southend-on-Sea there is a growing need to protect family homes as the demand for this house type increases.

Intensification of Existing Residential Sites and Areas – Suggested Option

Our approach is:

To consider planning applications for backland and infill development and redevelopment of existing sites on a site-by-site basis to ensure that such development does not detrimentally impact upon the living conditions of existing and future residents. Backland and infill development will be considered acceptable where it respects the individuality of places, achieves high quality design solutions and does not result in the over intensification of residential sites and areas.

To resist the conversion of existing single dwellings into two or more flats where it causes parking stress, harm to local amenity or causes harm to the character and appearance of the existing building and streetscene or creates an over concentration of flatted units within the street.

We consider that this can be achieved by:

1. Ensuring that backland and infill development does not:

- (i) Conflict with the character and grain of the local area;
- (ii) Result in the significant loss of usable garden space for existing residents and future occupiers;
- (iii) Result in an unreasonable impact on neighbourliness and amenity;
- (iv) Result in a significant increase in noise and disturbance from traffic gaining access to the site; and
- (v) Result in the loss of significant local ecological value including wildlife habitats, trees or shrubs.

2. Only allowing the conversion of single dwellings into two or more dwellings where:

- (i) The proposed development does not adversely impact upon the living conditions of neighbouring uses;
- (ii) There is no harm to the character and appearance of the existing building or wider area;
- (iii) The proposed development meets the residential space standards set out in DM11;
- (iv) The proposed development meets Lifetime Homes Standards;
- (v) The proposed development does not create or add to parking stress within a street; and
- (vi) The proposed development does not lead to or add to an over concentration of flatted dwellings to the detriment of the character and function of the street.

3. Protecting single storey dwellings (bungalows) from conversion or redevelopment where this is deemed to create an unacceptable juxtaposition within the streetscene that would harm the character and appearance of the area.

Intensification of Existing Residential Sites and Areas – Alternative Options

1. To allow all backland and infill development.

It is considered that this type of development can potentially have a negative impact character of the streetscene and the amenity of existing and future occupants of the site and surrounding area. This type of development should therefore be considered on a site by site basis.

2. To resist all backland and infill development.

It is considered that this approach will undermine housing delivery in the borough and therefore would not be in accordance with the East of England Plan.

3. To resist all proposals for the conversions of existing single dwellings.

It is considered that this approach provides an unreasonable restriction and that in certain circumstances conversions may be acceptable.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 14
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy H7: The Formation of Self-Contained Flats
Policy H10: Backland Development

Issue DM3 Questions

12. Do you agree with the suggested option?
13. Do you consider the alternative options to be more appropriate? If so, please state why.
14. Should the Council set a numerical figure that prevents the conversion of dwellings below a given internal floor area as original constructed? The adopted Local Plan currently prevents the conversion of existing dwellings where the existing internal floor area is 125m² or less.
15. Are there any other issues and options relating to the intensification of existing residential sites or areas that the Council should consider?

Issue DM4 – Low Carbon Development and Efficient Use of Resources

Issue

Climate change brought about by man-made emissions of greenhouse gases has been identified as the greatest challenge facing human society at the beginning of the 21st Century. The development sector provides an opportunity to develop low carbon buildings across Southend-on-Sea with a specific objective of reducing carbon emissions and seeking to reduce the borough's contribution to national carbon emissions and climate change.

It is important that new buildings are constructed to very high standards of energy efficiency. This can be achieved through careful design measures that include: reducing the need for energy in developments; using energy more efficiently within buildings; and using renewable resources. It is considered that only if energy consumption in buildings is ambitiously tackled at both a local and national level can the Government's emission reduction targets be met.

Context

Carbon emissions from existing and new buildings account for 70% of the UK's total CO₂ emissions. The 2009 World Energy Outlook (WEO) has emphasised that the potential rise in emissions by the end of the century could lead to an increase in global temperatures of up to 6°C. The WEO states that end-use efficiency is the largest contributor to potential carbon dioxide emissions reduction by 2030. In response to international concern regarding carbon emissions, the Government has set out ambitious targets to reduce a third of the UK's carbon emissions from housing by 2050. To achieve this, the Government has made amendments to the Building Regulations that require all new homes to be built to a new zero-carbon standard by 2016 with this standard being met for non-residential development by 2019.

Southend-on-Sea Borough Council is a member of the Build with CaRe (Carbon Reduction) project (<http://www.buildwithcare.eu>). The project aims to mainstream low carbon and energy-efficient construction and is partially funded by the INTERREG IVB North Sea Region Programme. The Council is primarily involved in the planning and policy work package of the project and is acutely aware of the vital role that sound planning policies have to play in the mainstreaming of low carbon and energy efficient construction.

The incorporation of low carbon technologies into new developments can have an important knock-on effect in respect of developing supply chains for such technologies which will bring down the cost not just for new builds but also buildings refurbishments, an issue that has much greater impact on the potential for carbon reduction from the UK and the EU's building stock. The CLG Zero Carbon Consultation December 2008 points out that developers, builders and their supply chains are in a position to drive innovation and economies of scale in energy efficiency and distributed energy technologies.

There are already some well-established, over-arching principles of low carbon design. These are set out in the RIBA Climate Change Toolkit and include the following:

- Use the form and fabric of the building to minimise energy demand – This can result in minimisation of the demand on services such as heating and lighting. Low carbon buildings can exploit useful solar and internal heat gains (from people, equipment, etc.) to satisfy as much of the heat demand as possible, but exclude unwanted solar gains when they may lead to overheating.
- Focus on insulation and air tightness - low carbon designs seek to reduce unwanted heat losses and gains.
- Use high efficiency building services with low carbon fuels - The remaining energy demand should use fuels with low carbon dioxide emissions factors.
- Manage energy within the building - low carbon design is not enough and low carbon operation is also needed by ensuring that appropriate metering and energy management systems are in place.

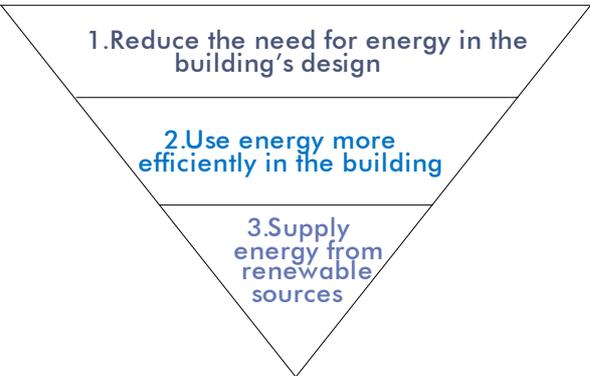
- Use renewable energy systems - low carbon buildings use renewable energy systems to reduce the carbon dioxide emissions associated with the provision of heat and power within the building.

In addition development should improve existing or create new habitats or use to enhance biodiversity and provide for its on-going management. Design features such as green and brown roofs, living walls etc can enhance biodiversity, absorb rainfall, improve the performance of the building, reduce the urban heat island effect and improve the appearance of a development. However, the design and operational needs of a green roof should not place undue stress on water supply and other natural resources.

Design of Low Carbon Development and Efficient Use of Resources – Suggested Option

Our approach is:

To secure effective and efficient sustainable development that minimises local contributions to, and the impact of, climate change, flood risk and the depletion of non-renewable resources. Development proposals will need to incorporate the principles of the following energy hierarchy:



All development will be required to meet the highest possible environmental standards including being designed and built to minimise greenhouse gas emissions across its lifetime and incorporate low carbon technologies. There will be a presumption that all development will meet at least Sustainable Code for Homes Level 4 for residential

development and BREEAM rating 'Excellent' for non-residential development.

Urban greening, such as new planting, green roofs and walls and soft landscaping will be promoted and supported as such measures will contribute to the adaptation to and mitigation of the effects of climate change.

We consider that this can be achieved by:

1. Ensuring that all developments achieve a reduction in carbon emissions through the use of passive and energy efficient design measures.

2. Ensuring a minimum of 10% of the energy needs of all major and minor development will be met by on-site renewable options. Where an on-site renewable option is clearly demonstrated not to be practicable or feasible, then either:

- (i) An off-site renewable option located within the borough should be explored; or
- (ii) Measures will be incorporated into the new development that reduce the carbon emissions of the development to at least the equivalent energy efficiency measures required to meet Sustainable Code for Homes Level 5.

3. Ensuring a significant reduction in the consumption of potable water in the home from all sources, through the use of water efficient fittings, appliances and water recycling systems such as grey water and rainwater harvesting.

4. Ensuring that development proposals integrate green infrastructure from the beginning of the design process to contribute to urban greening. Urban greening includes, but is not limited to, tree planting, green roofs and living walls and soft landscaping.

5. Requiring all major development proposals to contribute towards making more efficient use or re-use of existing resources and reducing the lifecycle impact of materials used in construction. The recycling and re-use of aggregate and demolition waste on development sites would be encouraged. Where it is not possible to process and subsequently re-use the material within the site, it should be processed on-site before re-use at another site or for local land restoration.

6. Requiring the use of high quality materials from sustainable sources.

7. Requiring energy assessments to be submitted with all major planning applications to demonstrate how the proposed energy efficiency and renewable measures will reduce the expected energy demand and CO₂ emissions.

For minor developments, the Design and Access Statement will need to demonstrate how the proposed energy efficiency and renewable measures will reduce the expected energy demand and CO₂ emissions.

Design of Low Carbon Development and Efficient Use of Resources – Alternative Options

1. To rely on emerging national policy and changes to the building regulations.

The Government changes to building regulations will not come into effect until 2013 and therefore there is a need to have a local solution to developing low carbon technologies in the interim period.

2. To insist on a greater reduction of carbon from new developments.

Government policy states that there needs to be special justification to exceed national requirements. It is not considered that there is any special justification to exceed national requirements in Southend-on-Sea.

Development Plan Policy Linkage

Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1	
The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
	Policy ENG1: Carbon Dioxide Emissions and Energy Performance
Southend-on-Sea Core Strategy (2008)	Strategic Objective 15
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM4: Questions

16. Do you agree with the suggested option?
17. Do you consider the alternative options to be more appropriate? If so, please state why.
18. Is the Council's approach necessary given the emerging Government policy?
19. Should the Council seek to implement zero carbon developments before the Government's changes to the building regulations in 2016?
20. Are there any areas of Southend-on-Sea where higher low carbon standards should be sought?
21. Should the Council seek to facilitate the delivery of decentralised energy networks within the specific areas within the borough?

22. Are there any other issues relating to low carbon development that the Council should consider?

Issue DM5 – Southend-on-Sea’s Historic Environment

Issue

Many remnants of the borough’s early development survive and provide Southend-on-Sea with a strong heritage of historic buildings and areas worthy of conservation. The Council considers it important to preserve and enhance those buildings and areas with a particular architectural or historic interest and to protect areas of archaeological importance.

Context

Southend-on-Sea comprises a number of former villages and small settlements, including the medieval villages of Prittlewell and Leigh, absorbed by the rapidly expanding town of Southend-on-Sea during the late 19th and early 20th centuries. Many features of these early developments remain, often contributing a quality of design and detailing that cannot easily be matched by modern development. Tangible economic benefits are also provided by these historic settlements in terms of their special attraction for tourism and leisure.

The statutory list for Southend-on-Sea was first published in 1974 and there are around 150 historic buildings and structures in the Borough included on it such as the War Memorial on Clifftown Parade and Porters on Southchurch Road, together with a number of other buildings scheduled on the Council’s Local List. These important assets are links to Southend-on-Sea’s past, which the Council will seek to ensure are preserved and enhanced to protect local heritage and promote a sense of place.

Additionally, the borough’s 14 conservation areas provide further examples of some Southend’s special architectural or historic interest. Examples of garden city movement inspired planning in Chapmanslord, Georgian and Victorian development in Clifftown, the military architecture of Shoebury Garrison, and some good examples of seaside architecture exist.

Additional planning controls have been applied to a number of the conservation areas in the Borough in the form of Article 4 Directions in order to ensure planning permission is normally only given if proposed development preserves or enhances character.

Concern for Southend-on-Sea’s heritage is not just about the visible historic buildings and areas but also what lies beneath. Archaeological remains provide an important irreplaceable record of our past and how the borough has developed. The borough has six archaeological sites designated as Scheduled Ancient Monuments and protected under the Ancient Monuments & Archaeological Areas Act 1979.

Southend-on-Sea’s Historic Environment – Suggested Option

Our approach is:

To preserve and enhance Southend-on-Sea’s built and landscape heritage, ensuring that it

provides benefits to the borough's economy, culture and quality of life.

We consider that this can be achieved by:

1. Ensuring that development proposals affecting a conservation area, listed building or locally listed building should seek to preserve or enhance their historic character, setting and townscape value.
2. Resisting development proposals that will adversely affect a conservation area, listed building, locally listed building or important archaeological remains.
3. Preventing the total or substantial demolition of a listed building, locally listed building or a building within a conservation area, unless exceptional circumstances are shown that outweigh the case for retention.
4. Resisting development outside of a conservation area that causes harm to the character and appearance of that conservation area.
5. Ensuring that development proposals that impact upon the 'frontages of townscape merit' as identified within the Design and Townscape SPD, will be required to pay special regard to the preservation and restoration of features which contribute to the special character of their frontage and to the use of sympathetic materials and designs for all aspects including shopfronts.
6. Ensuring that the remains of archaeological importance are protected and recorded. Acceptable measures will be required to preserve them and their setting, including physical preservation, where appropriate.
7. Requiring Heritage Statements and/or Archaeological Evaluations for proposals related to or impacting on the setting of heritage assets and/or known or possible archaeological sites, so that sufficient information is provided to assess the impacts of development on historic environment assets together with any proposed mitigation measures.
8. Requiring a full planning application for all proposals affecting conservation areas, listed buildings and locally listed buildings.

Southend-on-Sea's Historic Environment – Alternative Options

1. To not have a policy that considers the effects of development on the historic environment and instead use other design policies in the Development Management DPD and the Core Strategy DPD.

It is considered that the historic environment in Southend-on-Sea is particularly sensitive to development, requiring further scrutiny than development generally.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy	Strategic Objective 14

(2008)	
	Policy KP1: Spatial Strategy
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy C1: Ancient Monuments and Archaeological Site
Policy C2: Historic Buildings
Policy C3: Conversion of Historic Buildings
Policy C4: Conservation Areas
Policy C5: Leigh Old Town
Policy C6: Frontages of Townscape Merit

Issue DM25: Questions

23. Do you agree with the suggested option?
24. Do you consider the alternative option to be more appropriate? If so, please state why.
25. Are there other historical issues that the Council should consider?

Issue DM6 – Alterations and Additions to Existing Buildings

Issue

Alterations and additions to an existing building is a common way in Southend-on-Sea of adapting existing building stock to the changing needs of a household, business or other use. A significant number of buildings within the borough have the capacity to be extended in some form. A well designed and well integrated extension can complement and even enhance an existing property, whereas a poorly designed addition can easily destroy the original character and have a detrimental effect on the streetscene.

Context

The Council will require proposals for alterations and additions to existing buildings to respect the amenity of existing residential property, safeguard the character of Conservation Areas, historic buildings and important public vistas and where appropriate, contribute to and enhance public pedestrian areas and open spaces.

The adopted Design and Townscape Guide SPD provides detailed guidance on the types of alterations and additions to existing buildings and the key considerations that need to be taken into account when designing such developments. In this context, detailed design guidance is provided by the Council with regard to: rear extensions, side extensions, extensions incorporating garages, detached garages and other detached buildings, conversion of garages to habitable rooms, front extensions, porches, conservatories,

balconies, roof extensions and dormer windows, additional storeys, and extensions to commercial developments.

Alterations and additions to existing buildings should be done so as not to damage existing character. Even what could be perceived as the most minor of changes, such as altering the window design, has the potential to cause a detrimental impact. In order to avoid this, key features and proportions should be retained where they are integral to the character of the building and locality.

Whether a proposed scheme seeks a modern or traditional alteration or addition, the simplest way to ensure that it does not conflict with the existing character of the property is to draw references from the parent building. The Council will therefore seek to ensure that all alterations and additions make a positive contribution to the existing property and surrounding streetscene, by integrating successfully with the parent building, being well designed and detailed.

Alterations and Additions to Existing Buildings – Suggested Option
Our approach is:
To ensure that all alterations and additions make a positive contribution to the character of the existing building and the surrounding area.
We consider that this can be achieved by:
1. Ensuring that the design, materials and detailing of the proposed alteration or addition draw reference from the parent building and ensure successful integration with it. Where alternative materials and detailing are proposed it will need to be demonstrated that such an approach will not detrimentally affect the character of the parent building or surrounding area.
2. Ensuring that the scale of the extension and alterations are respectful of the scale of the parent building and surrounding area.
3. Ensuring that the design principles set out in the Design and Townscape Guide SPD are followed.

Alterations and Additions to Existing Buildings – Alternative Options
1. To not have a policy and rely upon general design policy.
<i>It is considered that alterations and additions to existing buildings require an additional design policy layer to ensure that the design takes account of the parent building.</i>

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy	Strategic Objective 14

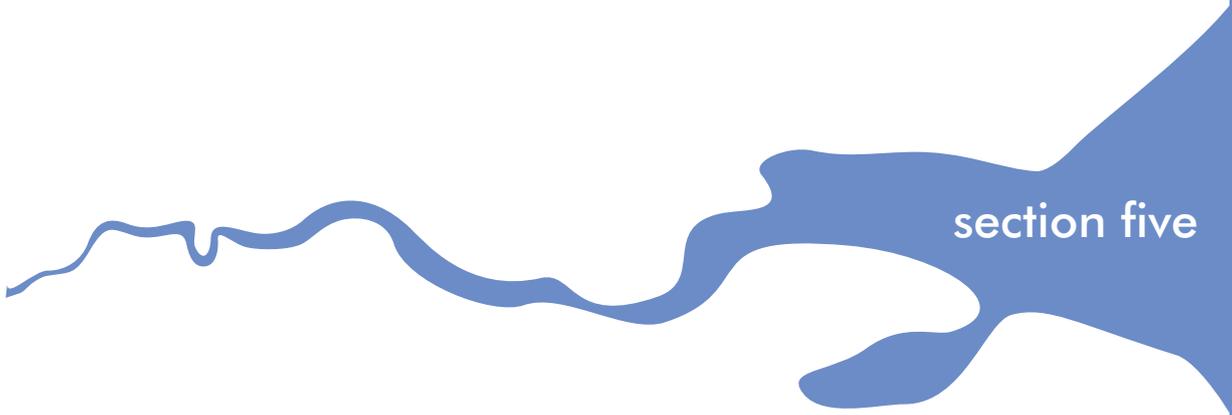
(2008)	
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy C11: New Buildings, Extensions and Alterations

DM6: Questions

26. Do you agree with the suggested option?
27. Do you consider the alternative option to be more appropriate? If so, please state why.
28. Are there any other issues relating to alterations and additions to buildings that the Council should consider?



section five

Section 5: The Seafront

Southend-on-Sea has access to a major natural asset of national and international importance, the River Thames. The River Thames Estuary is a key shipping route and is a main feature of the low lying landscape, where marshes and mud flats constitute a significant wildlife habitat and ecological resource. The regeneration of the Southend-on-Sea Seafront is a key objective of the Council and forms part of wider initiatives for the Thames Gateway (the Government's national priority for regeneration and a growth area set out in East of England Plan). The main functions of the estuary around Southend-on-Sea may be categorised as follows:

- A visual amenity of changing seascape;
- A recreational, leisure and tourism facility;
- An open space and ecological resource;
- A backdrop for development;
- A water-based transport artery; and
- Drainage.

Issue DM7 – Flood Risk and Water Management

Issue

Due to the economic and social importance of the Seafront and its built-up nature along its length, it is considered that the main issue is one of maintaining the structural integrity of the sea defences. This could be done in ways that significantly enhances leisure and tourist facilities to reflect the particular nature and role within the different proposed Character Zones. An example of this is the major beach replenishment east of the Pier (Jubilee Beach) which not only addressed environmental issues related to improving the sea defences but also had social and economic regeneration benefits.

Context

Government policy emphasises the need for flood risk to influence the location of development and for development plans to follow a 'sequential test' in relation to the level of flood risk, directing development away from areas at risk of flooding. A Thames Gateway South Essex SFRA has been published which provides accurate maps of local flood risk. A more specific Southend-on-Sea SFRA which includes a Water Cycle Strategy has also been commissioned and Level 1 is scheduled for completion in the summer 2010. In addition, the Environment Agency is currently working on The Thames Estuary 2100 (TE2100) Project, an initiative to develop a Flood Risk Management Plan for London and the Thames Estuary for the next 100 years.

Southend-on-Sea's Seafront already has areas which are highly developed. Key Policy KP1 'Spatial Strategy' in the Core Strategy DPD identifies the Seafront as a focus of regeneration and growth and emphasises the need to regenerate the Seafront's role as a successful leisure and tourist attraction and place to live. Policy SS9 'The Coast' in the East of England Plan (RSS14) requires an integrated approach towards the management of coastal areas in order to achieve both economic and social regeneration as well as

conservation of the coastal environment especially the character, waters and historical environments.

Future local flood risk management policies will need to be set within the context of national, regional and sub-regional flood risk management strategies and plans and be informed by an up-to-date Strategic Flood Risk Assessment (SFRA). The following plans and policies are of particular importance:

- Thames Estuary 2100 (TE2100) Flood Risk Management
 - Action Zone 8 – Leigh on Sea and Southend on Sea
 - Action Zone 6 – Lower Thames Marshes

- South Essex Catchment Flood Management Plan (CFMP) 2008
 - Policy Unit 2 – Southend on Sea and Rayleigh
 - Policy Unit 12 – Thames Urban, Tidal

In the urban stretch of the Southend seafront the overall approach of both these plans is to take further action to sustain the current level of flood risk into the future responding to potential increase in risk from urban development, land use change and climate change. In addition, any new development should be in line with Essex and South Suffolk Shoreline Management Plan and have regard to future flood management so that it does not increase the need for new sea defences, as well as enabling the protection of important environmental assets. It recognises that sustainable tourism development can create opportunities to boost local economies, enhance natural and built environments, contribute to the social well being of an area, and encourage growth in other employment areas.

Within Southend-on-Sea, the Environment Agency's current indicative floodplain maps identify a number of areas in the borough to be 'at risk', mainly from tidal flooding. However, these maps do not take account of existing flood defences, which in Southend-on-Sea have been regularly and systematically improved to meet predicted levels of risk. The level of actual risk and the areas actually remaining at risk are therefore likely to be much lower than is indicated by these maps, subject to the structural integrity of the defences being maintained. The Thames Gateway South Essex SFRA provides more detailed and up-to-date information on actual levels and locations of flood risk in Southend-on-Sea. It indicates that flood defences within and adjacent to Southend-on-Sea are mainly in good overall condition. This information will be superseded by the Southend-on-Sea SFRA when completed in 2010.

The overall intent of the Essex and South Suffolk Shoreline Management Plan for Southend-on-Sea is to sustain and support the viability of the Seafront related tourism and commercial activities and protect the communities that reside along it. The Essex and South Suffolk Shoreline Management Plan policy for Southend-on-Sea is compatible with the policy proposed by the Thames Estuary 2100 Strategy. This means a continuation of the current management approach that seeks to hold the current alignment where there are defences. Although the defences are under pressure, holding the line is necessary to

sustain the Seafront which is essential to the viability of Southend-on-Sea as a seaside resort. All dwellings and infrastructure would remain protected. The footpaths on top of the existing sea banks will also be maintained. Heritage assets and landscape will remain protected and largely unchanged.

This Shoreline Management Plan requires that where a risk of flooding remains all development proposals would need to be accompanied by a detailed flood risk assessment appropriate to the scale and nature of the development and the risk. Development will only be permitted where that assessment clearly demonstrates that it is appropriate in terms of type, siting and the mitigation measures proposed, including where necessary enhancement of flood defences and/or effective sustainable drainage measures.

In addition it is considered that restrictions in respect to flooding issues that impact upon future development or redevelopment in the built-up area would be inappropriate given the importance of the Seafront for tourism, leisure, recreation, and residential purposes. However, it is acknowledged that any development proposals within areas flood of risk will require a detailed flood risk assessment, appropriate mitigation measures, and agreement with the Environment Agency. These principles are already set out in the Core Strategy, DPD Key Policy 1 ‘Spatial Strategy’, and Key Policy KP2 ‘Development Principles, to which all development in the borough must comply with. Other restrictions will also be applied as set out in the Design and Townscape Guide SPD.

Flood Risk and Water Management – Suggested Option
<p>Our approach is:</p> <p>The Council will seek to ensure that residents, visitors, businesses and properties are safe from flooding along the Seafront, and that the community can benefit from its close relationship with the Thames.</p>
<p>We consider that this can be achieved by:</p> <p>1. Taking further action to sustain the current level of flood risk into the future and responding to potential increase in risk from urban development, land use change and climate change.</p> <p>2. Ensuring that development proposals in Flood Risk Zones 2/3 and within the Seafront area address the following matters through a flood risk assessment:</p> <ul style="list-style-type: none"> (i) An emergency plan must be in place for the location in which the development is proposed. (ii) The development must incorporate flood resistant or resilient design that provides safe refuge to occupants in the event of a flood and is easily restored after the event. (iii) Proposals must not prevent or restrict the future maintenance and improvement of flood defences. <p>3. Ensuring that appropriate sea defence and engineering solutions are incorporated into development proposals including appropriate and sustainable flood risk management measures provided as part of the South Suffolk and Essex Shoreline Management Strategy.</p>

Flood Risk and Water Management – Alternative Options

1. To rely on the sequential test and exception test, as set out in PPS25.

The Southend-on-Sea Seafront is of regional importance for recreational and tourism uses with attractions including the beach, pier and aquarium. The Seafront area is an important economic and tourism regeneration area within Southend-on-Sea the principles of which has been established through the examination of the adopted Core Strategy. The areas beyond the Seafront do not have the same economic and regeneration function and must be considered separately in respect to flooding issues. National and regional policy towards flood defence in the borough is to take further action to sustain the current level of flood risk into the future. To restrict any development on the basis that there may be more suitable sites in other parts of the borough would not therefore be appropriate.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective SO12
	Policy KP2: Development Principles

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM7 Questions

29. Do you agree with the suggested option?
30. Do you consider the alternative options to be more appropriate? If so, please state why.
31. Should there be a specific policy that encourages ways to use the sea defences in a positive and imaginative way to bring about social and economic benefits?
32. Are there any other flood risk issues that the Council should consider?

Issue DM8 – Seafront Public Realm and Open Space

Issue

The Seafront is a visually important part of Southend-on-Sea's character and is the main draw for visitor and tourist attraction. The Council seeks to maximise any opportunities to utilise the potential of the River Thames, to enhance the quality of the riverside environment, to improve the standard of design and to ensure that the best use is made of such a unique environment for the benefit of residents, visitors and the business community. In seeking to improve the leisure and tourism offer of the area it will be critical to safeguard, conserve and enhance significant biodiversity, green space and other environmental resources of the area, particularly ensuring European and international sites for nature conservation on the extensive foreshore are not adversely affected. Significant improvement to the Seafront's public realm is critical to changing the offer and perception of Southend-on-Sea as a cultural and tourist destination and 'the place to be' within the Thames Gateway. It is considered that as a result of the unique setting of the Seafront and regeneration objectives, a specific public realm and open space policy is necessary to address the specific issues.

Context

The River Thames Estuary coastline and associated setting already has a distinctive character, sense of place and activities along the Southend-on-Sea Seafront.

There is potential to create an attractive corridor, linked to the Seafront Character Zones identified in DM8, for pedestrians, cyclists, joggers, skaters, etc. with a series of smaller spaces and squares providing nodal points for activities either commercial or leisure, which would provide focus, identity and a unique place for residents and visitors to enjoy. Such an approach could link local parks and gardens both at the Seafront and adjacent to the north (such as Southchurch Park) and would be a key element of the 'Green Grid' within Southend-on-Sea. This will be a key element of a wider 'Green Grid Strategy' both within the Seafront / central area and across the borough as a whole. This strategy will seek to:

- Provide a basis for linked functional green space, easily accessible by way-signed attractive walking and cycling routes;
- Conserve significant biodiversity assets;
- Provide adequate accessible natural green space to relieve recreational pressure on ecological sensitive sites;
- Contributes to the aesthetic qualities and character of the local environment; and
- Contributes to environmental quality of the local area – air quality, water quality, local climate etc.

Interspersed at regular distances, street furniture and public art could be included to demarcate both areas of different character and the actual distances between points. This would not only allow for easy navigation and provide a mark for a range of leisure activities but may also reinforce Southend-on-Sea's Seafront as a high quality environment.

High quality design standards have recently been incorporated within the adopted Design and Townscape Guide SPD to ensure that the same high standard of design and attention to the environment is taken on board across the whole borough.

Seafront Public Realm and Open Space – Suggested Option
<p>Our approach is:</p> <p>To ensure that Southend-on-Sea’s Seafront retains and enhances its special charm and maintains the high quality environment for its residents, businesses and visitors. The public realm and open space approach along the Seafront will be driven by the following principles:</p> <ul style="list-style-type: none"> ▪ The importance of high quality public realm; ▪ The need for a broader range of activities and experiences for all sectors of the community; ▪ The inclusion of a network of high quality activity spaces connected through a ‘Green Corridor’ along the Esplanade to include distinctive street furniture, lighting and illumination and public art; ▪ Provide a network of attractive, high quality activity spaces and more passive green spaces linked to a wider green grid network in the borough; ▪ The creation of distinctive characters for each Seafront Character Zone both when experienced on land and from the sea; and ▪ Conserve significant biodiversity assets.
<p>We consider that this can be achieved by:</p> <p>1. Ensuring that developments incorporate creative and distinctive soft landscaping and planting, high quality street furnishing, lighting, materials and hard surfacing that reflects the distinctive characters of each Seafront Character Zone and contributes to local environmental quality.</p>
<p>2. Ensuring that site specific design briefs and design codes are prepared for all major development sites along the Seafront.</p>
<p>3. Ensuring that all public realm works consider the requirements of protecting and where appropriate improving sea defences.</p>
<p>4. Ensuring that existing buildings on the Seafront, where they are identified as forming a cohesive frontage, have a historic context or are known as key landmarks and/or contribute to a distinctive Southend-on-Sea sense of place will be retained and protected from any development that would adversely affect their character, appearance, setting and the importance of the Seafront.</p>
<p>5. Ensuring that development along the Seafront does not impact upon the Thames Estuary’s openness or detrimentally impact upon views and backdrops of the River Thames and Southend-on-Sea’s beaches.</p>
<p>6. Encouraging enhancements to Cliff Gardens.</p>

7. Encouraging enhancements to leisure and recreation facilities and opportunities, appropriate to the Seafront Character Zones.
8. Enhancing the promenade to improve the accessibility for pedestrians and cyclists along the Seafront including the creation a more attractive and co-ordinated public space.
9. Requiring developments along the Seafront to incorporate or contribute towards public art within this area.
10. Ensure that the seafront public areas are fully integrated within a wider green grid strategy by ensuring there are well marked, high quality pedestrian and cycling linkages within the Seafront and across the borough.
11. Ensuring that all development will respect the biodiversity and natural environment. Development along the Seafront will be designed to incorporate measures which will limit any adverse impacts on the coastal and marine environment and valuable natural amenity areas of International, European, national and local designations.

Seafront Public Realm and Open Space – Alternative Options

1. To not have a Seafront Design Policy and rely on general design policies.

The River Thames and the Seafront makes an important positive impact upon the residents of Southend-on-Sea in way they live their lives and also has a significant influence on the structure and success of the local economy. As such it is considered that the high quality environment of this area is of utmost importance and needs to be protected and where development occurs it must enhance the Seafront. It is therefore considered that a separate seafront design policy is essential to achieve this.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 4
	Strategic Objective 12
	Strategic Objective 14
	Policy KP1: Spatial Strategy
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy G7: Coastal Protection
Policy C12: Undercliff Gardens

Policy C14: Trees, Planted Areas and Landscaping Policy C15: Retention of Open Spaces Policy C16: Foreshore Views Policy R1: Outdoor Sports Facilities Policy T8: Traffic Management and Highway Safety

Issue DM8: Questions

33. Do you agree with the suggested option?
34. Do you consider the alternative option to be more appropriate? If so, please state why.
35. Are there any other design considerations that the Council should consider when assessing schemes along the Seafront?
36. Should the Council enforce an Article 4 Direction over the Seafront area to restrict permitted development?

Issue DM9 – Seafront Character Zones

Issue

Along the Seafront there are several distinctive character areas and each has a different form and function. Within the Seafront Area, the nature of built environment varies within each of the proposed Seafront Character Zones and it is not appropriate to apply a blanket approach to the whole seafront. Instead it is considered more appropriate to consider the character areas according to their existing and proposed function.

Context

Southend-on-Sea has approximately 7-miles of seafront. The Seafront has three Blue Flags and seven Quality Coast Awards and provides one of the cleanest stretches of seaside in the UK. The 7-mile stretch of seafront has several different character zones with distinctive characteristics, issues and opportunities. The management of the Seafront will encounter a number of significant challenges and development pressures over the coming years. Whilst there may be several challenges, there are also many opportunities in which to improve the quality of the character zones for the enjoyment of residents, businesses and visitors.

The character zones were identified as part of the Seafront DPD Issues and Options consultation in 2007. Some of the boundaries may have changed since this consultation however the broad zones remain the same. These are broad areas that attracted a good level of support during the Issues and Options consultation. The 'Southend-on-Sea Borough Wide Character Study' which has been commissioned by the Council and is scheduled for completion in 2010 will provide further analysis of the character areas of the Seafront and will together with this Issues and Options consultation inform the later stages of the production of this DPD.

Seafront Character Zones – Suggested Option
<p>Our approach is:</p> <p>To reinforce and enhance the appearance and function of identified character zones along the Seafront (see Table 1), having regard to: appropriate design solutions; engineering for sea defences; safeguarding significant biodiversity assets on the foreshore; and land instability.</p>
<p>We consider that this can be achieved by:</p> <p>1. Only allowing development that can demonstrate that it positively contributes to the proposed outcomes identified in Table 1.</p> <p>2. Developing design codes for each Seafront Character Zone.</p>

Table 1 Seafront Character Zones

Seafront Character Zones	Existing Function	Long-Term Outcome
Two Tree Island, Leigh Marshes and Belton Hills	Recreational including; marine activities; football pitches; golf driving range; passive recreation associated with Hadleigh Castle Country Park; nature reserve and extensive gardens and park land at Belton Hills; MUGA; skate park; recycling centre; and car park and train station.	<p>To maintain and improve recreational facilities within the character area and provide appropriate additional recreational facilities that supports the needs of local residents and enhances the attractiveness of the offer for visitors.</p> <p>The priority is to maintain the openness and function of the Green Belt in this area.</p> <p>To retain character and building height along Marine Parade.</p>
Leigh Port and Old Town	<p>Active working port comprising: commercial fishing, storage and processing facilities; and boat building.</p> <p>In addition the area has a mixed function that also includes: residential; leisure and tourism facilities such as cafes, pubs and restaurants and heritage and cultural facilities. There are also opportunities for passive recreation.</p>	<p>To maintain a thriving fisheries and working port. This is achieved by resisting the loss of existing marine industrial activities.</p> <p>To enhance the leisure and tourism in a manner that does not compromise the marine industrial activities and character of Leigh Old Town.</p> <p>Measures that maintain and improve the balance between the working port and leisure and tourism activities will be supported.</p>
The Cinder	The railway track spans the length	To continue to protect and enhance the

<p>Path (Old Leigh to Chalkwell Station including Marine and Grand Parade and Undercliff Gardens)</p>	<p>of the sea frontage with residential and parkland on the higher ground that rises from the railway line.</p> <p>Foreshore used for: boat storage; slipways; permanently moored 'Essex Yacht Club' vessel; shelters; and open-air paddling pool.</p> <p>Distinctive foot bridge connects foreshore with Cliff Parade.</p>	<p>open character and undeveloped, green space, frontage and estuary views from Grand, Cliff Parade and Cliff Gardens.</p> <p>Development will only be acceptable where it will improve the design quality of Undercliff Gardens, Grand Parade, Cliff Parade and Cliff Gardens and where it retains the characteristics and form of the area. Development that materially changes the existing character, appearance and form of the area will be resisted.</p> <p>To improve the public realm linked to the Sustrans route and improvements to the distinctive foot bridge to create a public space.</p>
<p>Chalkwell Esplanade to Palmerston Road</p>	<p>Water based recreation such as windsurfing and beach based recreation. There are a small number of ancillary convenience facilities such as cafes and kiosks.</p> <p>The Zone contains ornamental landscaped areas and promenade with open aspect to foreshore.</p> <p>The sea frontage has a Victorian residential character that has in places been punctured by recent incongruous flatted developments.</p>	<p>To maintain and enhance the open aspect of the foreshore and beaches, promenade and landscaped areas.</p> <p>To replenish the beaches as the need arises and maintain the integrity of the sea defences.</p> <p>To improve the quality the beach huts at the western end of the zone. Additional beach huts elsewhere within this Zone will be resisted.</p> <p>To resist inappropriate development fronting the Seafront. The historical seafront architectural style and form that defines this character zone and its relationship with the River Thames will be preserved. Flatted developments along the Seafront will be resisted. The existing building height of the residential houses will be maintained. Development will only be allowed where it enhances the existing character of the area.</p> <p>To develop a quality promenade that incorporates the Sustrans cycle route and encourages activity and increased enjoyment of the Seafront.</p>
<p>Palmerston</p>	<p>Increased commercial activity</p>	<p>To maintain and promote the</p>

<p>Road to San Remo Parade</p>	<p>with a number of food and drink establishments including the Archway Cafes. There are a number of ancillary convenience facilities.</p> <p>Water based recreation and passive recreation.</p> <p>The Zone contains ornamental landscaped areas and promenade with open aspect to foreshore.</p> <p>Residential area above the cliffs on the higher ground.</p>	<p>commercial activities within this character zone.</p> <p>To replenish the beaches as the need arises and maintain the integrity of the sea defences.</p> <p>To resist inappropriate development fronting the Seafront and ensure that development does not erode this areas existing architectural style and form. Development will only be allowed where it enhances the existing character of the area.</p>
<p>Victoria Road to Walton Road</p>	<p>Small-scale fine grain built environment that has a mixed function that comprises: commercial premises; restaurants; hotels and flatted development.</p> <p>Water based activities along the foreshore such as: sailing, boat storage and associated slipways; and windsurfing. Several tourism related activities including the Marine Activities Centre.</p>	<p>To encourage enhancements that promotes this location as a tourist and leisure destination and as a place to live.</p> <p>Shelters and cafes will be improved. Refurbishment and renewal works will not impact on the foreshore views and will not encroach onto the foreshore.</p> <p>To protect the existing architectural character and mix of uses. Development will be resisted where it increases the height of the existing roofline.</p>
<p>Walton Road to Maplin Way</p>	<p>Leisure based function including tennis club and continuation of cycle route along seafront. Water based leisure includes sailing with its associated slipways and boat storage facilities.</p> <p>Large residential dwellings within large plots set back from the road.</p> <p>Beach huts dominate the frontage.</p>	<p>Maintain existing established built character and activities based around open parks and beach recreation.</p> <p>Measures to improve the quality of the beach huts will be supported.</p> <p>Green grid will be enhanced through improvements to the parks and gardens.</p> <p>No major development will be promoted or supported in this zone. Flatted developments along the Seafront will be resisted. Development that does take place must respect the open nature of the public and private open space and the grain and character of the residential area.</p>

Seafront Character Zones – Alternative Options

1. To consider development within the Seafront Character Zones on site-by-site basis having regard to other development plan policies.

The Seafront Character Zones each have a different function but collectively combine to provide an overall seafront character for Southend-on-Sea. It is considered prudent to manage each character zone to ensure that its basic function is not detrimentally impacted upon by new development that could have wider implications for the delivery of the objectives within the Southend-on-Sea Core Strategy.

2. To consider alternative Seafront Character Zones

The Seafront Character Zones are based on an assessment by the Council. The Southend-on-Sea Character Study will provide further to inform further consideration of the Seafront Character Zones and their boundaries.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 4
	Strategic Objective 12
	Strategic Objective 14
	Policy KP1: Spatial Strategy
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy G7: Coastal Protection
Policy C12: Undercliff Gardens
Policy C14: Trees, Planted Areas and Landscaping
Policy C15: Retention of Open Spaces
Policy C16: Foreshore Views
Policy R1: Outdoor Sports Facilities
Policy T8: Traffic Management and Highway Safety

Issue DM9: Questions

37. Do you agree with the suggested option?
38. Do you consider the alternative options to be more appropriate? If so, please state why.
39. Do you agree that it is appropriate to define Seafront Character Zones to plan for their future?
40. Is there another approach to managing the Seafront Character Zones that the Council should consider?

Issue DM10 – Water Recreation

Issue

Water recreation in Southend-on-Sea has increased in popularity over recent years and this popularity looks set to continue in coming years as Southend-on-Sea's profile as a visitor destination increases. It is considered important that proposals for new and improved facilities, including slipways, are provided in appropriate locations where they do not conflict with other beach activities, public accessibility and general enjoyment of the foreshore.

Context

The Seafront is an extensive and important recreational asset for Southend-on-Sea that includes about 7 miles of public beach and promenade.

Traditional beach uses constitute informal recreational uses that require few facilities other than the beach and the sea. The Council will continue to maintain and improve the ancillary facilities such as the existing children's paddling pools and improve the quality and cleanliness of the beaches from time to time with the deposit of additional sand.

In addition to its traditional informal recreational uses, the Seafront supports a wide range of marine activities on the tidal foreshore. Southend-on-Sea's marine setting and its water recreation facilities are an important attraction for visitors.

Most forms of boating are represented in the borough and some are experiencing popularity and pressure for growth. There are nine clubs distributed along the Seafront with the majority providing their member with access to club premises, boat racks or parks, moorings and slipways. The Council also provides facilities for non-club members in way of moorings and slipways. There are currently eight public launching facilities available at Camper Road, East Beach, Two Tree Island, Bell Wharf at Old Leigh, Lifstan Way, Thorpe Hall Avenue, Thorpe Bay Yacht Club and Ness Road. In addition the Southend Marine Activities Centre at Thorpe Bay provides access and nationally recognised training in sailing, canoeing, windsurfing, powerboat driving and jet skiing.

Kite surfing has grown significantly over the last 5 years as a water recreation activity in Southend-on-Sea. The growing popularity of kite surfing has seen Southend-on-Sea

becoming recognised as one the best locations in the UK for this sport and the best location in close proximity to London. There are two Council approved kite surfing beaches at Shoeburyness East Beach and at Chalkwell - 'The Ray'.

In addition there are a number of complementary and competing water recreation activities. Waterskiing, speed boats and water scooters are also popular but are restricted in terms of speed within an extensive area offshore. Because of conflict with other water users, bye-laws are enforced to control the increasing use of jet-skis, and to restrict the water areas available to them.

This level of water recreation activity requires careful management to ensure that Southend-on-Sea is recognised as a great location for such activities and that the Seafront does not become overwhelmed by these activities to the detriment of other users.

Water Recreation – Suggested Option

Our approach is:

To support the development of Southend-on-Sea as a water recreation destination without compromising the enjoyment the Seafront for other users.

We consider that this can be achieved by:

1. The provision of new and improved facilities for water recreation, including slipways, will be encouraged in appropriate locations where:
 - (i) They do not reduce significantly the amount of beach available for public use or public accessibility to the foreshore;
 - (ii) Where adequate means of access can be provided; and
 - (iii) They do not restrict views of the foreshore from the promenade, beach or residential properties.

Water Recreation – Alternative Options

1. To consider development within the Seafront Character Zones on a site by site basis.

The recreational use of the water is considered within the Seafront Character Zones however an holistic approach is also necessary when considering facilities such as slipways as a managed approach across the whole seafront area is needed to ensure that no conflict arises with other seafront users.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 8
	Strategic Objective 14
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy L4: Water Recreation

Issue DM10: Questions

41. Do you agree with the suggested option?
42. Do you consider the alternative options to be more appropriate? If so, please state why.
43. Are there any other issues regarding water recreation activities that you think the Council should consider?



section six

Section 6: Residential Accommodation

Issue DM11 – Dwelling Mix

Issue

The Council needs to ensure that new housing reflects the needs of Southend-on-Sea's existing and future communities and improves the quality and mix of new market and affordable housing in the borough. It is considered that an appropriate size and mix of housing should be provided that takes account of the local housing need and housing market demand. The Council seeks to restrict the provision of single type and size dwellings in developments as this can have the accumulative impact of sterilising the function and character of existing and new streets and neighbourhoods and will not contribute to developing sustainable neighbourhoods.

Context

New housing development also has a crucial role to play in regeneration and the Core Strategy focuses the scale and distribution of housing growth in the town so that it can meet local housing needs and provide good quality homes for future labour supply.

The South Essex Strategic Housing Market Assessment (South Essex SHMA) was published in September 2008 and subsequently updated in March 2010. Whilst the update took consideration of the impact of the post-2007 recession on the sub-regional housing market, the key headline issues identified in the original report remained the same.

Southend-on-Sea has distinctive and varying housing pressures. The South Essex SHMA states that 70% of households in Southend-on-Sea are comfortably off or better which is a higher proportion than the sub-region and national averages. This is evident by the acute demand pressures for 3-bed and 4-bed properties in Southend-on-Sea.

Despite this demand for family housing the South Essex SHMA indicates that Southend-on-Sea suffers from a higher level of overcrowding than elsewhere in the South Essex Thames Gateway sub-region. It is stated that this overcrowding occurs mainly within the private rented housing sector. Southend-on-Sea contains a lower proportion of social rented properties compared to the sub-region average but has an above average private renting and flatted accommodation, linked in part to the sub-division of larger properties. Consequently it contains the largest proportion of 1-bed and 2-bed properties in the sub-region. However the South Essex SHMA indicates a growing need to supply more family housing.

The South Essex SHMA provides an assessment of the future market housing requirements for Southend-on-Sea and Thames Gateway sub-region. In respect to the relationship between planning policy and the market housing mix, the South Essex SHMA concluded by stating the size of dwellings relates more to age and wealth of a household than it does to the sizes of households. Notably it was found that a household across the South Essex Thames Gateway sub-region undertakes various levels of occupation density forms during a lifecycle. For example a young household may have children and as the children mature

into adults they move on, with many households choosing to remain in their existing housing rather than downsize. A typical family house could experience density of between 1 and 6 persons at a given stage of its lifecycle. Consequently the South Essex SHMA found that within the South Essex Thames Gateway sub-region 75% of households under-occupy their home. In this respect the Council considers that a flexible approach to market housing mix should be sought in planning policy and in particular it considered that developers should bring forward proposals for market housing which reflect demand and the profile of households requiring market housing. Family accommodation will be encouraged where site conditions allow. In order to sustain mixed communities it is considered that a mix of housing is required within each development and that the mix should be agreed with the Council during pre-applications discussion.

The affordable housing sector is more regulated in that housing is allocated in relation to the housing size required and as such this policy should be more detailed in terms of the proportion of housing size types. Indeed this approach is consistent with national planning policy, which requires local planning authorities to set out the likely overall proportions of households that require affordable housing. The South Essex SHMA made a number of recommendations regarding the sizes of affordable housing that should be sought for each local authority area. The recommendations were based upon an appraisal of both the scale of current waiting lists for different property types together with levels of lettings and turnover for different property sizes. The proposed affordable housing mix reflects the recommendations set out in the South Essex SHMA and the suggested option seeks to remain flexible to take account of any changes to proposed mix in any SHMA updates (or equivalent successor). The proposed affordable mix should not be treated as a definitive mix but rather a negotiation figure.

Dwelling Mix – Suggested Option				
Our approach is:				
To ensure that future market and affordable dwelling provision meets the needs of Southend-on-Sea’s existing and future population.				
We consider that this can be achieved by:				
1. Requiring all residential developments to provide a dwelling size mix that incorporates a range of dwelling types and bedroom sizes, including family housing on appropriate sites, to reflect the borough’s housing need and housing demand.				
2. Seeking the following affordable housing dwelling size mix where affordable housing is provided:				
Dwelling size: No. Bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of affordable housing total	30%	25%	30%	15%
Where this affordable mix is not considered appropriate, developers will be required to justify to the satisfaction of the Council, a more appropriate affordable dwelling mix. The Council will take account of the latest available evidence from the South Essex SHMA (or its equivalent successor) and the site context when considering the affordable housing mix.				

Dwelling Mix – Alternative Options

1. Base the market housing mix on the affordable housing mix.

It is not considered appropriate to set a numerical market housing mix as this may not be appropriate on all development sites. Furthermore this approach would conflict with PPS3 which states that market housing should be based on housing demand, which is susceptible to change on a regular basis. A mix of dwelling sizes will be sought which should include family housing as demand for this mix of housing is identified in the South Essex SHMA and is necessary to deliver sustainable communities.

2. Not require a mix of housing types and sizes.

It is considered that there is a need for a mix of housing types and sizes to fulfil the requirements of the Sustainable Communities Plan and ensure that sustainable neighbourhoods are achieved. Furthermore, the existing lack of a policy direction on this matter has resulted in an over concentration of 1 and 2-bedroom flats within developments that consequently fail to assist in delivering sustainable neighbourhoods and fails to meet the demand for family accommodation.

3. Do not set out an affordable housing mix.

National planning policy requires the affordable housing mix to be based housing need. The South Essex SHMA sets out the housing need for Southend-on-Sea and therefore to meet national planning policy, this mix should be used as the starting point for negotiating the affordable housing mix.

Development Plan Policy Linkage

Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Strategic Objective 14
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM11: Questions

- 44. Do you agree with the suggested option?
- 45. Do you consider the alternative options to be more appropriate? If so, please state why.
- 46. Are there any other housing matters that the Council should consider as a part of this issue?

Issue DM12 – Affordable Housing Tenure

Issue

The adopted Southend-on-Sea Core Strategy requires all residential proposals of 10-49 dwellings or 0.3 hectares up to 1.99 hectares make an affordable housing or key worker provision of not less than 20% of the total number of units on site; and all residential proposals of 50+ dwellings or 2 hectares or more make an affordable housing or key worker provision of not less than 30% of the total number of units on the site. There is a need to consider the tenure mix of the affordable housing that is provided within new developments.

Context

There are two types of affordable homes, social rented housing and intermediate affordable housing. Social rented housing includes housing rented from registered affordable housing providers such as Housing Associations. Intermediate affordable housing costs more than social rented housing, but substantially less than market housing. It caters for occupiers who are unable to afford market housing, such as key-workers and first-time buyers. The South Essex SHMA indicates that in Southend-on-Sea there is a significant need for social rented housing and that there is a potential market for intermediate home ownership.

The South Essex SMHA recommended that an 80:20 split of affordable housing between social rented and intermediate provision should be set out in planning policy. However the South Essex SHMA also states that scale of intermediate housing market in Southend-on-Sea is 32%. Therefore to further sustainable communities within Southend-on-Sea, a minimum split of 70:30 split of affordable housing between social rented and intermediate provision should be the starting point for negotiation.

Dwelling Mix – Suggested Option
Our approach is:
To deliver the appropriate level of affordable housing tenure to meet the housing needs of the borough.
We consider that this can be achieved by:
1. Seeking an indicative affordable housing tenure mix, where affordable housing is provided, of 70:30 between social rented accommodation and intermediate housing. This

affordable housing tenure mix may vary on a site-by-site basis subject to specific site conditions and a developments financial viability.

Dwelling Mix – Alternative Options

1. To not have an affordable housing tenure mix.

It has found that by not having an indicative affordable housing tenure mix, the wrong type of affordable housing is delivered which fails to meet Southend-on-Sea's affordable housing needs and therefore is detrimental to the delivery of sustainable communities in the borough.

Development Plan Policy Linkage

Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Strategic Objective 14
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM12: Questions

47. Do you agree with the suggested option?
48. Do you consider the alternative options to be more appropriate? If so, please state why.
49. Are there any other affordable housing considerations that are not addressed in the Southend-on-Sea Core Strategy and have not been considered in this document that the Council should consider?

Issue DM13 – Retention of Residential House Types

Issue

It is important to ensure that a range of housing types is retained, particularly for families and the elderly so that the needs of all are met. The existing supply of bungalows provides important accommodation for the elderly however there has been a growing pressure in Southend-on-Sea for the conversion and redevelopment of such properties that is cumulatively resulting in a diminished supply of private residential accommodation required to meet the needs of the elderly population of Southend-on-Sea. There is also a significant need and demand for 'family' housing (three or more bedrooms) in the borough and as such this type of housing should be protected.

Context

The key ambition of the Southend-on-Sea Sustainable Community Strategy is to be a borough with decent housing, in safe and attractive residential areas, that meets the needs of those who want to live here. The objectives that support this ambition include ensuring that there are a range of housing options to meet the needs of existing and future residents and the local workforces. A further Council objective seeks to increase the number of older people who are helped to live at home.

The Southend-on-Sea Sustainable Community Strategy states that providing good quality housing and a well integrated blend of different housing types and tenures is a vital part of achieving the strategic vision of 'Southend Together'. It is further stated that housing needs to be flexible so that it continues to meet people's needs as they change and caters for the diverse needs of the community.

The South Essex SHMA states that one in four households in South Essex is made up of pensioners, whilst 30% of households are family households with dependent children. The SHMA also notes that Southend-on-Sea has an above average pensioner households (27%). The population projections referred to in the SHMA indicate significant growth in older person single person households.

The South Essex SHMA recommends that planning policy addresses the need to protect and make provision for bungalows as it can assist in releasing existing family homes on to the market for younger households and improve use of the existing stock. The Southend-on-Sea's Older People's Accommodation and Support Needs Strategy 2008 – 2011 states that 81% of residents age 55-64 live in a house or bungalow, with the figure decreasing to 48% of those age 85 years and over. This demonstrates the continuing need for specific housing types such as bungalows to meet the needs of an aging population and enable them to live in their own home.

There have been a number of planning applications in Southend-on-Sea over the last number of years that have sought to redevelop bungalow dwellings for higher density housing schemes. This has had a negative impact upon the supply of this type of housing for elderly. With the projected increase in the elderly population in Southend-on-Sea that does not require specific care assistance and seeks to remain in their home it is clear that there is a pressing need to protect bungalow dwellings in the borough and where appropriate encourage their provision as part of the housing mix. The Council considers that the bungalow dwelling type provides a valuable lifetime housing resource that should not be lost to the detriment of existing and future generations.

The trend over the last couple of decades has been for family housing being converted into separate smaller self contained flats. This has had the accumulative impact of diminishing the supply of family accommodation. The South Essex SHMA highlights the need for family accommodation in Southend-on-Sea. It notes that there is a high proportion of 1 and 2 bedroom dwellings which has resulted in an undersupply of family accommodation. As such there are very acute demand pressures for properties with 4 or

more bedrooms and strong pressures for three-bed properties, which indicate a need to protect the supply of family housing.

Retention of Residential House Types – Suggested Option

Our approach is:

To retain Southend-on-Sea’s existing residential house types that make an important contribution to the needs of the borough’s residents and contribute to sustainable neighbourhoods.

We consider that this can be achieved by:

1. Protecting single storey dwellings (bungalows) from conversion or redevelopment where deemed necessary to maintain the supply of private housing for the elderly population.
2. Resisting the loss or conversion of family dwellings that make an important contribution to sustainable neighbourhoods and character of the area.

Retention of Residential House Types – Alternative Options

1. To consider the loss of single storey dwellings (bungalows) and small family dwellings on a site by site basis.

It is considered that these house types make an important contribution to the social profile of Southend-on-Sea and that greater protection should therefore be afforded to them. To consider the loss of such house types on a site-by-site basis could result in the accumulative loss of these important house types that sets the precedent for further losses.

Development Plan Policy Linkage

Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy H3: Retention of Small Family Houses
Policy H4: Preservation of Residential Uses

Issue DM13: Questions

50. Do you agree with the suggested option?
51. Do you consider the alternative option to be more appropriate? If so, please state why.
52. Are there any other issues relating to single storey dwellings (bungalows) and small family dwellings that the Council should consider?

Issue DM14 – Residential Space Standards

Issue

The internal dimensions of a dwelling will significantly influence the quality of life of the occupiers. Dwelling size can dictate not just how comfortable an occupant feels in their home, but also the level of privacy. There has been an increasing trend within Southend-on-Sea over the last 10 years for smaller dwelling dimensions, whilst the essential appliances required for modern living are increasing in size. This is leading to cramped living conditions and a poor quality of life for the occupants. It is necessary to ensure that everyone in the borough has best possible quality of life by ensuring that appropriate minimum space standards based on dwelling occupancy are incorporated into policy.

Context

A significant proportion of Southend-on-Sea developed between the Victorian period and the 1930's. During this period the internal size of 3-bedroom dwelling was 120m² while the recent trend in Southend-on-Sea has been for 4-bedroom houses built at 100m² or less. There is an increasing conflict in Southend-on-Sea where living conditions are becoming cramped as the requirements of the modern society in terms of furniture, appliances and technology are unable to sufficiently fit within new developments adequately.

The HCA is currently consulting on residential space standards. Subject to the results of this consultation, the Council would seek to incorporate the HCA's proposed space standards.

The usability of the internal space is also important to ensure that the layout is efficient to meet the modern needs of a household without impacting upon their quality of life. For example a kitchen will need to be large enough to accommodate space for an oven, hob, microwave and fridge/freezer, washing machine, sink and have sufficient work surfaces in the right places with storage to meet the needs of the occupiers.

An important growing issue for the modern household is the need for storage space. Sufficient storage space should be incorporated into new developments for two types of storage i.e. long-term storage for items rarely used and day-to-day storage for items needed at a moments notice for example clothes, vacuum cleaners, toys, bed linen and buggies.

In addition to the space standards, the HCA is also consulting on design quality of new developments with a focus on improving the functionality of new dwellings. There is synergy between the HCA's desired outcomes for new housing and the Council's approach as both seek to: improve the quality and functionality of new dwellings; deliver adaptable homes that accommodate changing needs of the occupier; limit their environmental impact; and create greater housing choice. The Council will consequently seek to use the HCA's final housing quality calculator as a measure in which to assess whether all new market and affordable dwellings are of a sufficient standard.

Residential Space Standards – Suggested Option

Our approach is:

To ensure that new housing developments provide the highest quality internal environment that will contribute to improvements to the quality of life and modern needs for all the borough's residents.

We consider that this can be achieved by:

1. Ensuring that the design of all new dwellings have adequately sized rooms and convenient and efficient room layouts that will meet the needs of residents over their lifetimes. All new dwellings will have to meet the following minimum internal space standards:

Dwelling Size / No. of People	Minimum Gross Internal Floor Area m ²
1-bed / 1 person (Studio)	32.5
1-bed / 2 persons	48
2-bed / 3 persons (Flat)	61
2-bed / 3 persons (House)	71
2-bed / 4 persons (Flat)	70
2-bed / 4 persons (House)	80
3-bed / 5 persons (Flat)	86
3-bed / 5 persons (House)	96
4-bed / 6 persons (Flat)	99
4-bed / 6 persons (House)	109
7+ persons	Add 10m ² for every extra person above 6 people

In addition, new dwellings will also have to meet the following requirements:

- Provision of a storage cupboard with a minimum floor area of 1.25m² should be provided for 1-2 person dwellings. A minimum of 0.25m² storage area should be provided for each additional occupant.
- Suitable space should be provided for a washing machine, for drying clothes, and for waste and recycling bins within the home.
- The minimum floor area for bedrooms to be no less than 7m² for a single bedroom and 12m² for a double/twin bedroom.
- Suitable cycle storage with convenient access to the street frontage.
- Non-recyclable waste storage facilities should be provided in new residential development in accordance with the Code for Sustainable Homes Technical Guide and local requirements.
- Refuse stores within buildings should be located to limit the nuisance caused by noise and smells and should be provided with a means for cleaning.
- Opportunity to connect to a high speed broadband connection.

2. Requiring all residential schemes to provide usable private amenity space for the enjoyment of occupiers. Residential schemes with no amenity space will only be considered acceptable in exceptional circumstances which will need to be fully justified. The amount, quality and usability of the amenity provision will be assessed against the criteria set out in

the Design and Townscape SPD.
3. Requiring all new dwellings to meet the Lifetime Homes Standards.
4. Seeking 10% of new dwellings on major developments to be built to full wheelchair standards which will be considered on a site by site basis.
5. Requiring all residential development applications to be accompanied by plans that provide indicative furniture and storage arrangements within the proposed rooms to demonstrate that the proposed space is of an adequate size that allows an efficient internal layout and circulation.

Residential Space Standards – Alternative Options

1. Consider residential space on a site by site basis.

It is necessary to ensure that new dwelling provision is of a sufficient quality that meets the needs of its occupiers. Without any minimum standards, the Council has found that many proposals are of poor internal quality.

Whilst affordable housing has to meet minimum standards to receive grant funding, it is considered that occupiers of market housing should not be discriminated against with respect to dwelling size. It is incorrect to assume that because one household can afford their home they then require less space than a household in need of affordable housing. The Council will consider the quality of all new dwellings irrespective of tenure.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Strategic Objective 14
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM14: Questions

53. Do you agree with the suggested option?
54. Do you consider the alternative options to be more appropriate? If so, please state why.
55. Should the Council incorporate minimum private amenity space standards for residential development into planning policy?
56. Are there any other issues relating to residential standards that the Council should consider?

Issues DM15 – Student Accommodation Space Requirements

Issue

Essex University opened its Southend Campus within Southend-on-Sea Town Centre in 2007. The new university campus provides modern, state of the art accommodation for four university departments; the School of Entrepreneurship and Business; the School for Creative and Cultural Industries; School of Health Sciences; and the School of Education. The University of Essex has further plans to develop the Southend Campus including provision for a sports centre and research park.

It is anticipated that this development will create a future demand for student accommodation within the borough. The Council is committed to supporting the development of Essex University in Southend-on-Sea and as such seeks high quality student accommodation to provide the best possible environment in which learning can take place. As such it is considered necessary for a student accommodation policy to be included that sets minimum space standards.

Context

The University of Essex has started to and will make a significant contribution to the local and regional economy and labour market. It is important that the University of Essex’s attractiveness and potential growth is not compromised by inadequate provision for new student accommodation. It is recognised that new student accommodation may reduce pressure on other elements of the housing stock currently occupied by students, especially in the private rented sector.

The University of Essex has an accreditation scheme that all approved private landlords must meet. This accreditation scheme provides a measure in which to ensure that private student accommodation is of a high quality and meets the needs of students. The proposed student accommodation standards seek to meet the minimum requirements set out in the accreditation scheme.

Student Accommodation Space Requirements – Suggested Option
<p>Our approach is:</p> <p>To ensure that new student housing is located in accessible locations with good access to public transport services and that the proposals provide the highest quality internal environment that enables and encourages a productive learning and living space for the occupants.</p>
<p>We consider that this can be achieved by:</p> <ol style="list-style-type: none"> 1. Encouraging the development of student housing within the town centres, and places with good access to public transport services, providing that it does not harm the local character. 2. Ensuring that the design of all new student accommodation will have adequately sized rooms and convenient and efficient room layouts that will meet the needs of the

occupants.
3. Ensuring that each student bedroom has a minimum room size of 6.5m ² for single bedrooms and 10.2m ² for double bedrooms. Each bedroom must have a convenient layout that provides: adequate hanging storage space for clothes; adequate study desk and chair; and adequate shelving storage for books.
4. Ensuring that new student accommodation contains either a living room or a dining room/ kitchen diner of a suitable size for all the residents. The layout of this room would have to enable all the occupants to use the room simultaneously in a comfortable manner.
5. Ensuring that the kitchen has sufficient food storage for each resident and has sufficient work surface space.
6. Ensuring that suitable covered, safe and secure cycle storage with convenient access to the street frontage.
7. Ensuring that sufficient waste and recycling bins are provided. Refuse stores within buildings should be located to limit the nuisance caused by noise and smells and should be provided with a means for cleaning.
8. Connection to high speed broadband.

Student Accommodation Space Requirements – Alternative Options

1. Consider student accommodation proposals on a site-by-site basis.

The suggested option has taken account of the University of Essex's student accommodation accreditation standards. The aim of the policy is align these standards in planning policy to ensure that high quality student accommodation is achieved. It would therefore be inappropriate to consider the space standards on a site-by-site basis.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Strategic Objective 14
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM15: Questions

57. Do you agree with the suggested option?
58. Do you consider the alternative option to be more appropriate? If so, please state why.
59. Are there any other issues regarding student accommodation that the Council should consider?

Issues DM16 – Houses in Multiple Occupation

Issue

The Council recognises that Houses in Multiple Occupation make contribution to the local housing market in terms of providing low cost accommodation for low income single person households. However the concentration of this type of accommodation within just a few areas has created a number of problems that has been detrimental to the surrounding area. The Council wants to promote lifetime and inclusive neighbourhoods and it is considered that this would mean limiting the concentration of houses in multiple occupation within a street and area.

Context

Houses in Multiple Occupation (HMOs) refers to residential property where common areas such as bathrooms and kitchens are shared by more than one household. HMOs consist of a variety of property types such as bedsits, shared houses, purpose-built HMOs. The majority of people occupying HMOs in Southend-on-Sea have tended to be young and single low-income households and are transient in that they only live in the premises for a short time.

Within Southend-on-Sea, HMOs have traditionally tended to be located within older housing stock. There is a local issue in Southend-on-Sea in respect to the quality of life, whereby many of the HMOs are poorly maintained, in disrepair, overcrowded and have insufficient amenities.

The geographical concentration of HMOs has led to a number of negative impacts within a number of areas within Southend-on-Sea. Not least has been the problem of untidy property frontages and litter strewn over local streets. The concentration of HMOs has led to increased population densities which has strained existing services such as refuse disposal and street cleansing and caused parking provision problems.

Houses in Multiple Occupation – Suggested Option

Our approach is:

To recognise the importance of houses in multiple occupation (HMOs) to the housing stock in Southend-on-Sea and ensure that such residential accommodation types are integrated and respect the character of the parent building and the surrounding area.

We consider that this can be achieved by:

Southend-on-Sea Local Development Framework
Development Management Issues and Options Consultation Document
Development Plan Document – June 2010

1. Only allowing the sub-division of a single house where there is no adverse impact on the external character of the dwelling or the surrounding area within which the proposed HMO is located. The Council will resist the conversion of existing family accommodation into HMOs.
2. Ensuring that proposals that would lead to an unacceptable concentration of HMOs within the area or street frontage will be resisted. HMOs must not exceed 10% of the total residential frontage within a street.
3. Resisting HMOs where they will detrimentally impact upon amenity in terms of noise, loss of privacy and general disturbance to neighbouring dwellings.
4. Ensuring that adequate space is available for bin storage and rubbish collection.
5. Resisting HMOs in areas where there is or will lead to on-street parking pressures.
6. Resisting the HMOs in areas away from the main public transport corridors.
7. Ensuring that adequate usable private amenity space is provided or ensuring that the proposed HMO is in close proximity to public amenity space.

Student Accommodation – Alternative Options

1. Consider HMO accommodation proposals on a site-by-site basis.

It is considered that this approach could lead to an unacceptable concentration of HMOs and may result in an unsatisfactory environment within the surrounding area.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy ENV7: Quality in the Built Environment
Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Strategic Objective 14
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy H7: The Formation of Self-Contained Flats

Issue DM16: Questions

60. Do you agree with the suggested option?
61. Do you consider the alternative options to be more appropriate? If so, please state why.
62. Should the Council restrict HMOs in specific areas?

- 63. Is the 10% cap on HMOs within a street appropriate or should another % cap be considered?
- 64. Are there any other issues regarding HMOs that the Council should consider?

Issues DM17 – Specialist Residential Accommodation

Issue

It is necessary to ensure that there is a greater choice of residential accommodation available to vulnerable groups whilst avoiding an over-concentration of such accommodation in any one area. Such facilities should not be isolated as it is not considered to be conducive to social inclusion, balanced communities and sustainable development. These types of facilities should be located in accessible areas, close to main facilities and public transport routes to cater for residents, staff and visitors, and promote social inclusion.

Context

The Council's Sustainable Community Strategy seeks to ensure that opportunities and support is provided to people of all ages and abilities. In a housing sense it is important that good quality housing is provided that is appropriate to an individual's needs. The Council seeks to ensure that everyone is able to live in their own home but recognises that there will be instances where specialist residential accommodation will be required to meet specific elements of Southend-on-Sea's population. Such residential accommodation could include: extra care and supported accommodation and residential facilities for mental health, learning disabilities, dementia, physical and sensory impairment, and drugs and alcohol dependency.

The Southend-on-sea Older People Strategy highlights that the borough has a significantly higher proportion of people aged over 65 than the average for England and that this population is expected to grow over the next 20-years. Whilst older person housing represents one form of specialist residential accommodation it does highlight the issues involved. Approximately 80% of people in Southend-on-Sea aged 65 to 85 own their own homes. The Southend-on-Sea Older People Strategy recognises that most people want to remain safe and secure in their own homes for as long as they are able. There will inevitable be a need for facilities such as specialist extra care facilities to provide accommodation for the small proportion of older people that can not live in their own home.

Specialist Residential Accommodation – Suggested Option

Our approach is:

To develop lifetime neighbourhoods where Southend-on-Sea's community has access to a variety of specialist residential accommodation types to suit their needs regardless of age or health or ability.

We consider that this can be achieved by:

1. Supporting development proposals for specialist residential accommodation to meet the needs and requirements of Southend-on-Sea's population such as extra care and supported accommodation and residential facilities for mental health, learning disabilities, dementia, physical and sensory impairment, and drugs and alcohol dependency. Specialist residential accommodation will be considered acceptable where:

- (i) There is a clearly identified need for the proposed specialist residential accommodation;
- (ii) It does not result in the loss of an important existing use such as residential or hotel;
- (iii) It would not lead to an over concentration of similar uses detrimental to the character of a residential area or residential amenities;
- (iv) The quality of accommodation meets Lifetimes Homes Standards;
- (v) The accommodation is fully integrated into the surrounding area;
- (vi) The accommodation will be accessible to public transport, shops, services, community facilities, public open space and social networks appropriate to the needs of the intended occupiers.

Specialist Residential Accommodation – Alternative Options

1. To consider proposals for specialist residential accommodation on a site-by-site basis.

The need for specialist residential accommodation is set to grow over the long-term. The Council considers it important that such accommodation is managed so that it contributes to sustainable neighbourhoods without adversely impacting upon area. It is considered that such proposals on a site-by-site basis could lead to an over-concentration of such facilities in just a few areas to the detriment of the area.

Development Plan Policy Linkage

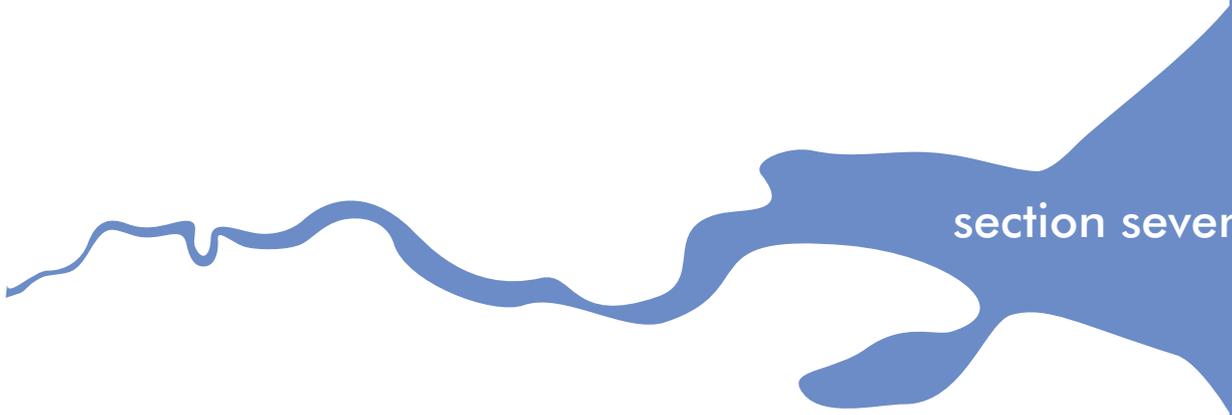
Southend-on-Sea Core Strategy (2008)	Strategic Objective 7
	Policy CP6: Community Infrastructure
	Policy CP8: Dwelling Provision

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy H8: Sheltered Housing and Residential Institutions
Policy H9: Non Self-Contained Residential Accommodation (first alteration)
Policy U6: Non-residential Health Care Facilities

Issue DM17: Questions

65. Do you agree with the suggested option?
66. Do you consider the alternative options to be more appropriate? If so, please state why.
67. Are there any other specialist residential accommodation issues that should be considered?



section seven

Section 7: Economic Development

Issue DM18 – Network of Centres

Issue

Southend-on-Sea's network of centres provides a strong foundation and basis for delivering sustainable growth within the borough. The Core Strategy identifies a hierarchy of retail centres with a focus upon Southend-on-Sea Town Centre for retail development and other uses that attract large numbers of people. Whilst Southend-on-Sea Town Centre will continue to be the focus for the provision of large scale retail and leisure facilities, it is important to maintain local shopping facilities within walking distance from home which can also contribute to quality of life and sustainable travel patterns. Within the hierarchy of centres, different uses are appropriate due to the nature and function of their place in the hierarchy. Table 2 identifies the appropriate uses for each centre within the hierarchy.

Context

Policy CP2 of the Southend-on-Sea Core Strategy sets out the quantum, type and general location of extra retail capacity for the period to 2016. The identified retail capacity is based on quantitative analysis set out in the Southend-on-Sea Retail Study (2003) and supporting household survey (2005). The Council is currently updating its quantitative and qualitative retail evidence and a revised Southend-on-Sea Retail Study is scheduled for completion in the summer 2010.

The Core Strategy sets out the spatial strategy for retail development in the borough. In particular, Southend-on-Sea Town Centre's strategic function as a sub-regional comparison shopping destination and focus for retail development in the borough is supported. Renaissance Southend Ltd (RSL), within their policy documents, identify Southend-on-Sea Town Centre as the key driver and focus for the borough's regeneration and growth. The regeneration of the Town Centre will be guided and delivered by the RSL's Regeneration Framework and Town Centre Masterplan, supported by the Local Development Framework, including the Southend Central Area Action Plan.

The District Centres of Westcliff and Leigh are identified in the Core Strategy and supporting documentation as having a strong function that serves the convenience, comparison and service needs of the neighbouring communities. It is however stated that there is little or no scope for significant additional floorspace in these centres and any expenditure growth generated in the foreseeable future should be used to support the vitality and viability of existing floorspace.

The other centres in the borough are described in the Core Strategy and supporting documentation as serving a more local function, primarily providing main and top-up food and convenience shopping and local service needs.

Network of Centres – Suggested Option

Our approach is:

To enhance Southend-on-Sea's Town Centre to improve its viability and vitality and sustain a network of supporting key district and local centres. The focus is for the network of centres to provide existing and future residents and visitors to the borough, access to a range of high quality employment opportunities facilities and services, including retail, leisure, recreation, arts, entertainment, health, education and training and other community infrastructure.

We consider that this can be achieved by:

1. Seeking appropriate uses within the locations identified in Table 2 and the proposals map. There will be a preference for Class A retail uses within the town, district and local centre frontages.
2. The scale of development should be appropriate to the scale and function of the network of centres.

Table 2 Network of Centres

Centre Hierarchy	Proposed Outcome	Acceptable Uses
Town Centre	The Council will support the town centre's vitality and viability by promoting and enhancing appropriate development in the Southend Central Area that supports its function as a Regional Centre.	<p>Acceptable uses at street frontage:</p> <ul style="list-style-type: none"> Class A1 - Shops Class A2 - Financial and professional services Class A3 - Cafes and restaurants Class A4 - Drinking establishments Class A5 - Take-aways Class C1 – Hotels (where they add vitality and activity to the street scene) Class D1 - Community and education facilities (where they add vitality and activity to the street scene) Class D2 and sui generis - Appropriate leisure, entertainment and cultural and recreation facilities (e.g. night clubs, casinos, theatres) <p>Open air markets</p> <p>Acceptable uses above the street-level frontage include:</p> <ul style="list-style-type: none"> Class B1a - Smaller-scale office development Class B1a and b - Non-office business development Class C1 - Hotels Class C2 - Residential Institutions Class C3 - Housing Class D1 - Community and education facilities

District Centre	The District Centres provide an important retail and employment function. These centres will continue to provide valuable employment in the Class A, C and D uses including hotels, restaurants, tourism and leisure.	<p>Acceptable uses at Street Frontage:</p> <p>Class A1 - Shops Class A2 - Financial and professional services Class A3 - Cafes and restaurants Class A4 - Drinking establishments (inc. night time economy) Class A5 - Take-aways Class C1 – Hotels (where they add vitality and activity to the street scene) Class D1 - Community and education facilities (where they add vitality and activity to the street scene) Class D2 and sui generis - Appropriate leisure, entertainment and cultural and recreation facilities (e.g. night clubs, casinos, theatres) Launderettes</p> <p>Acceptable uses above the street-level frontage include:</p> <p>Class B1a - Smaller-scale office development Class B1a and b - Non-office business development Class C1 - Hotels Class C2 - Residential Institutions Class C3 - Housing</p>
Local Centre	Local Centres have a key role in sustainable development, providing access to day-to-day necessities within walking distance from home, such as, food, newsagents and post offices.	<p>Class A1 - Shops Class A2 - Financial and professional services Class A3 - Cafes and restaurants Class A4 - Drinking establishments Class A5 - Take-aways Class D1 - Community facilities</p>
Out of Centre Local Convenience	Providing stand alone, essential local convenience shopping and community services within walking distance of home.	<p>Class A1 – Small scale shops (50 sq m or less) Class D1 – Small scale community facilities</p>

Network of Centres – Alternative Options

1. To allow an alternative range of uses within each of the centres.

It is considered that the range of the uses is appropriate for each centre and reflects the evidence in the retail study.

Development Plan Policy Linkage

East of England Plan (2008)	Policy E5: Regional Structure of Town Centres
	Policy ETG4: Southend on Sea Key Centre for Development and Change
Southend-on-Sea Core Strategy (2008)	Strategic Objective 1
	Strategic Objective 8
	Strategic Objective 8
	Policy KP1: Spatial Strategy
	Policy KP3: Implementation and Resources
	Policy CP1: Employment Generating Development
	Policy CP2: Town Centre and Retail Development

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy S1: New Shopping Development
Policy E2: Major Office Development
Policy E3: Secondary Offices
Policy U10: Provision of Other Community Facilities

Issue DM18: Questions

68. Do you agree with the suggested option?
69. Do you consider the alternative option to be more appropriate? If so, please state why.
70. Are there any other issues relating to the network of centres that should be considered?

Issue DM19 – Shop Frontage Management

Issue

Shop frontage management is important to ensure that the viability and vitality of Southend-on-Sea's network of centres are maintained and enhanced. In seeking to enhance the vitality and viability of Southend-on-Sea Town Centre, it is considered that there still retains a need to define Primary and Secondary Shopping Frontages with the aim of retain the retail focus within the Primary Shopping Frontage and recognise the role other non-retail uses, such as culture, leisure and restaurants uses which support the function of the centres and increases their sense of vitality and viability.

Context

The shop frontage applies not only to those units within retail use but also to restaurants, bars, public houses, clubs and other buildings within the primary and secondary shopping

frontages. As such there is a need to plan for both the daytime and night time economies and ensure that a balance is struck between these sometimes conflicting but important economies.

The network of centres also have an important non-retail service function, such as banks, building societies and public consumer services such as Job Centres. These services provide an important draw of people that together with retail can increase a centres viability, effectiveness and general attractiveness to the public.

Shop Frontage Management – Suggested Option
<p>Our approach is:</p> <p>To manage the primary and secondary frontages within Southend-on-Sea’s network of centres to reinforce their attractiveness, vitality and viability within the daytime and night time economies.</p>
<p>We consider that this can be achieved by:</p> <p>1. Resisting the loss of Class A1 retail uses at the ground floor in identified primary shopping frontages. A loss of Class A1 retail use will only be considered if:</p> <ul style="list-style-type: none"> (i) The primary retail function of the centre is not harmed and that a precedent is not established that will set about its harm; (ii) Non-Class A1 retail uses will not exceed 30% of the centres ground floor frontages; (iii) The proposed use is an appropriate use for the centre as listed in Table 2; and (iv) An active shopfront is retained or provided. <p>2. Ensuring that in the secondary shopping frontages there will be no discrimination between Class A1 retail use and the other uses listed as appropriate for the centre in Table 2.</p> <p>All developments in the secondary shopping frontage must maintain or provide an active shopfront.</p> <p>3. Ensuring that new shop frontages are of a high standard of design that is compatible with the architectural style and character of the building. Shop fronts will be designed so that:</p> <ul style="list-style-type: none"> (i) The fascia signs are integrated into the overall design and are in proportion to the shop front and the building as well as adjacent buildings and general street scene; (ii) Roller shutter boxes and guides are incorporated behind the fascia and the shutters are open grills or punched; (iii) Blank frontages will be avoided on principal elevations; (iv) Active street frontages will be maintained and enhanced in non-residential frontages throughout Southend-on-Sea; (v) Opportunities for exposing upper floor windows are maximised; and (vi) The loss of traditional features and shop fronts which contribute to the appearance and visual amenity of a building or surrounding area will not be allowed. <p>4. Annually monitoring the units within the primary and secondary frontages of the network of centres. Where there are a number of empty units within a centre and little prospect of</p>

these units being occupied in the short term, the Council will work with the landowner/landlord to encourage the display of local art within the windows of the empty units.

Shop Frontage Management – Alternative Options

1. To allow the market to decide the appropriate uses within the primary shopping frontages.

It is considered that the potential loss of retail uses will conflict with the East of England Plan which identifies Southend-on-Sea as a Regional Centre for retail and town centre purposes.

Development Plan Policy Linkage

East of England Plan (2008)	Policy E5: Regional Structure of Town Centres
	Policy ETG4: Southend on Sea Key Centre for Development and Change
Southend-on-Sea Core Strategy (2008)	Strategic Objective 1
	Strategic Objective 8
	Policy KP1: Spatial Strategy
	Policy KP3: Implementation and Resources
	Policy CP1: Employment Generating Development
	Policy CP2: Town Centre and Retail Development

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy S1: New Shopping Development
Policy C7: Shop and Commercial Frontages and Fascias

Issue DM19: Questions

71. Do you agree with the suggested option?
72. Do you agree that a proportion of the primary retail frontage should be protected for Class A1 retail purposes?
- 72b. If so do you think the proportion should be 20%, 30% or other? Alternatively do you think there should be no retail protection?
73. Do you consider the alternative option to be more appropriate? If so, please state why.
74. Are there any other issues relating to shop frontages that the Council should consider?

Issue DM20 – Employment Sectors

Issue

As part of the Thames Gateway South Essex Growth Area and as a regional Key Centre for Development and Change, Southend-on-Sea is set to experience significant growth, particularly through the urban renaissance of the town centre and the development of the airport and associated business park and the development of Southend-on-Sea's role as a cultural and intellectual hub and centre of excellence and the development of the leisure and visitor economy.

Sustainable economic prosperity will depend on building on existing strengths and seizing new opportunities and helping businesses to grow locally. As such the Council considers it important to promote economic diversity within the local and sub-regional economy and ensure that there is sufficient flexibility to enable emerging growth sectors to prosper.

Context

The Core Strategy states that the Council will ensure that proper use is made of land and buildings in Southend-on-Sea so as to provide for the needs of all sectors of the economy. In this respect there are a number of key economic sectors that are emerging within Southend-on-Sea that have specific locational requirements.

The aviation industry is set to grow rapidly following a series of proposals for the extension of London Southend Airport and delivery of supporting infrastructure including a new railway station, control tower and terminal building. A planning application for the extension of London Southend Airport was approved by the Council in January 2010 and was subsequently approved by the Secretary of State. The extension is scheduled to be fully functional by 2012 and will increase access to variety of destinations across Europe. This growth will support a number of complementary sectors including high-tech manufacturing and engineering. The Maintenance, Repair and Overhaul (MRO) activities related to the airport are a critical element to the Southend-on-Sea economy.

Health and medical industries are becoming an important element to Southend-on-Sea's economy. KeyMed, which manufactures medical equipment, is one of the most important employers in the town, providing highly skilled, high value-added jobs. A number of smaller companies dealing in medical instruments have emerged in the surrounding area, either directly or indirectly linked to KeyMed. There should be opportunities to facilitate links with the public sector around the procurement of medical instruments and advancements in research and development. Southend Hospital seeks to expand and the Essex University Southend-on-Sea Campus is planning to expand its health school, with a particular focus on dentistry. This level of expected growth provides an opportunity for a cluster of health and medical industries that are well related to KeyMed, the Hospital and University.

The business and financial services is already well represented in Southend-on-Sea and currently accounts for 23% of the borough's workforce. The Southend-on-Sea Employment Land Review (2010) states that it is unlikely that there will be any significant back office

relocations to the borough but states that there could still be a market for small to medium sized professional service companies looking for a workforce skilled in administrative and financial activities. The Southend-on-Sea Employment Land Review notes that a major constraint in the borough is the lack of good quality premises required by the finance and business services.

The Southend-on-Sea Economic Development & Outline Tourism Strategy states that there is an emerging cultural and creative sector in the borough. The Department for Culture, Media and Sport defines the creative industries sector as those industries which have their origin in individual creativity, skill and talent which have the potential for wealth and job creation through the generation and exploitation of intellectual property. Significant investment has already taken place in the form of the new University of Essex campus in the town centre and further development works are scheduled. Creative and educational sectors represent a good opportunity for Southend-on-Sea. Research by the Arts Council indicates that there is a significant concentration of creative and cultural businesses located in and around Southend-on-Sea, particularly at Leigh-on-Sea. Culture and education are important sectors for Southend-on-Sea as they will play an important part in developing growth in business services, particularly in the town centre.

Growth in tourism and leisure has been relatively weak since 2001 however there are a number tourism and cultural developments in the pipeline which could reverse this trend. In addition there is potential to launch Southend-on-Sea as a conference destination. Like education and cultural employment growth, tourism and leisure growth will build the reputation of Southend-on-Sea as a vibrant cosmopolitan urban centre.

Employment Sectors – Suggested Option
<p>Our approach is:</p> <p>To promote and foster sustainable economic growth by increasing employment capacity and quality (land, floor-space, and/or jobs) within Southend-on-Sea. The focus is on creating an economic environment in which businesses can thrive.</p>
<p>We consider that this can be achieved by:</p> <p>1. Ensuring that development proposals within the employment sectors identified within Table 3 will be directed to the locational preference in the first instance.</p>

Table 3 Employment Sectors

Employment Sectors	Key Activities and features	Locational Preference	Additional Policy Document
Aviation/airport and associate industries	Maintenance, Repair and Overhaul (MRO)	London Southend Airport; Existing Industrial and Employment Areas.	London Southend and Environs JAAP
Health and medical industries	Medical instruments; research and development;	Existing health facilities; Existing Industrial and	-

	training and enterprise;	Employment Areas; and North Fringe.	
Business and financial services	Small and medium enterprises; managed accommodation; incubator/seedbed centres.	Central Southend-on-Sea; Employment Areas; London Southend Airport; and close proximity to rail stations.	Southend Central AAP
Cultural and intellectual hub and HE centre of excellence	Individual creativity; skill and talent; arts; digital media; design, music etc; combination units comprising e.g. office and workshop; and Flexible space.	Central Southend-on-Sea; Leigh-on-Sea; Employment Areas; Existing facilities.	Southend Central AAP
Tourism and leisure	Retailing; hotels; restaurants; catering; Visitor Conference; other tourism related activities.	Central Southend-on-Sea; The Seafront.	Southend Central AAP
Manufacturing, Construction and Warehousing	Low density industrial; flexible; small and medium sized units; storage yards.	Existing Industrial and Employment Areas; North Fringe.	-
Civic and Government administration	Borough Council and HMRC	Central Southend-on-Sea; Victoria Avenue Masterplan.	Southend Central AAP

Employment Sectors – Alternative Options

1. To consider alternative locational preferences for the identified employment sectors

These locational preferences are based on research carried out in the Southend-on-Sea Employment Land Review (2010). It is considered that to suggest alternative locations would be based on unfounded evidence.

2. To not have a policy that considers the employment sectors.

Southend-on-Sea is located in the Thames Gateway an important growth region of national importance. To facilitate the growth agenda for Southend-on-Sea in the context of the wider Thames Gateway initiatives, it is considered that a holistic approach to employment sector development is necessary to ensure sustainable development.

Development Plan Policy Linkage

East of England Plan (2008)	Policies E1 – E7
Southend-on-Sea Core Strategy (2008)	Strategic Objective 1
	Strategic Objective 2
	Strategic Objective 3
	Strategic Objective 4
	Strategic Objective 5
	Policy CP1: Employment Generating Development
	Policy CP2: Town Centre and Retail Development

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy E2: Major Office Development
Policy E3: Secondary Offices
Policy L1: Facilities for Tourism
Policy L5: Entertainment and the Arts
Policy U4: Southend Hospital
Policy U6: Non-Residential Health Care Facilities
Policy U7: Existing Education Facilities
Policy U8: Provision of New Education Facilities

Issue DM20: Questions

75. Do you agree with the suggested option?
76. Do you consider the alternative options to be more appropriate? If so, please state why.
77. Are there any employment sectors that are not mentioned but should be considered?
78. Are there any other issues relating to the employment sectors that the Council should consider?

Issue DM21 – Industrial Estates and Employment Areas

Issue

Due to the urbanised nature of Southend-on-Sea and tightly defined administrative boundary, land is a scarce resource which needs to be utilised to deliver the growth vision for the borough and sub-region. The main issue with economic development is the relatively lower land values compared to other land uses such as residential. This means that land in employment uses or desirable locations for employment development in market and sustainable terms, needs to be safeguarded or allocated to facilitate economic growth.

Improving the quality of the existing stock of industrial estates and employment areas is essential if Southend-on-Sea is to meet the objectives of the Core Strategy and continue and further develop as an attractive location for a diverse range of successful businesses. This is necessary to stimulate regeneration and investment and raise the profile of Southend-on-Sea.

Context

The industrial estates and employment areas are identified in the adopted Core Strategy as Priority Urban Areas, which form a network of areas where new development and investment will be focused with the aim of contributing to the creation of 2,750 of the 13,000 jobs to be delivered in Southend-on-Sea by 2021.

The Southend-on-Sea Employment Land Review (2010) assessed the demand of the future provision of employment floorspace. It was found that there is potential to redistribute 5.75 ha of industrial and employment land to other uses. It was noted that existing employment permissions resulted in a loss of 2.38 ha of employment land, reducing the potential redistribution to 3.37 ha. The Southend-on-Sea Employment Land Review recommends that Southchurch Business Park, Prince Close and Boscombe Mews should be released from employment use when they become available for development.

The Southend-on-Sea Employment Land Review also identified several sites as potentially suitable for future employment provision. These sites are discussed below.

Progress Road and Prittle Brook Industrial Estate offer significant regeneration opportunities over the long term. Progress Road, has several vacant units many in a poor state of repair. It is clear that redevelopment for modern employment uses over the long term is required and the Council is already working in partnership to redevelop the site on a plot-by-plot basis in line with a development brief. Prittle Brook Industrial Estate is available for comprehensive redevelopment with a significant proportion having already been cleared.

Terminal Close is currently in poor condition and that the site provides an opportunity for a mixed use scheme, to provide modern good quality provision in the centre of Old Shoebury. It is considered that the site should be primarily retained for employment uses providing a minimum of 4,000m² of hybrid office/workshop units to support business service and potential creative industries and start ups businesses.

The Garrison Phase 2 is currently allocated employment land. The existing Phase 1 has several new good quality units available for rent and should be safeguarded. Phase 2 has potential employment capacity to provide a business park capable of supporting 48,060m² and 2,400 new jobs.

Grainger Road and Sutton Road are located outside the town centre area. Grainger Road consists of older industrial units with some vacant units, whilst Sutton Road has mixed quality post war units with higher vacancy. The Southend-on-Sea Employment Land Review recommends protecting Grainger Road for employment uses with potential to redevelop as an employment-led mixed-use scheme to provide a better relationship with surrounding

residential uses. It is also recommended that Sutton Road is also redeveloped but with a residential-led scheme that provides active commercial and retail uses on the ground floor.

The Southend-on-Sea Employment Land Review also sets out the existing employment sites that are considered to have continued value in employment use and therefore should continue to be protected from loss in the first instance.

Industrial Estates and Employment Areas – Suggested Option
<p>Our approach is:</p> <p>To provide a managed approach to the development of the existing industrial estates and employment areas that will enable an increase in employment capacity and facilitate economic growth.</p>
<p>We consider that this can be achieved by:</p> <p>1. Retaining and protecting the following industrial and employment areas for employment uses:</p> <ul style="list-style-type: none"> ▪ Thanet Grange; ▪ Comet Way; ▪ Airborne Close; ▪ Airborne Industrial Estate; ▪ Laurence Industrial Estate; ▪ Temple Farm; ▪ Stock Road; ▪ Prioory Works*; ▪ Vanguard Way; ▪ Towerfield Road; ▪ Campfield Road; ▪ Tickfield Avenue.
<p>2. Seeking the maintenance and supply of modern employment floorspace at the locations listed below within a mixed-use context. A flexible, managed approach will be sought at these locations through planning briefs.</p> <ul style="list-style-type: none"> ▪ Progress Road; ▪ Prittle Brook Industrial Estate; ▪ Terminal Close; ▪ Grainger Road; ▪ Shoebury Garrison; ▪ Short Street.
<p>3. Allowing appropriate non-employment uses in the following areas:</p> <ul style="list-style-type: none"> ▪ Southchurch Road Business Park; ▪ Boscombe Mews*; ▪ Sutton Road; ▪ Prince Close*.

* subject to annual monitoring to assess demand for existing industrial and warehouse units.

Employment Sectors – Alternative Options

1. To consider an alternative strategy to protecting industrial estates and employment areas in Southend-on-Sea.

The suggest approach was recommended within the Southend-on-Sea Employment Land Review and constitutes up-to-date evidence in respect to the employment land situation in the borough. It is considered that an alternative strategy would be based on unfounded evidence.

Development Plan Policy Linkage

East of England Plan (2008)	Policies E1 – E7
Southend-on-Sea Core Strategy (2008)	Strategic Objective 1
	Strategic Objective 2
	Strategic Objective 3
	Strategic Objective 4
	Strategic Objective 5
	Policy CP1: Employment Generating Development
	Policy CP2: Town Centre and Retail Development

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy E4: Industry and Warehousing

Issue DM21: Questions

79. Do you agree with the suggested option?
80. Do you consider the alternative option to be more appropriate? If so, please state why.
81. Are there any other issues relating to the industrial and employment areas that should be considered?

Issue DM22 – Employment Uses

Issue

There is a need to manage existing employment land and buildings within Southend-on-Sea to ensure that the right balance is struck between protection of such land and its release for alternative uses.

Context

Southend-on-Sea Local Development Framework
Development Management Issues and Options Consultation Document
Development Plan Document – June 2010

Evidence from the Southend-on-Sea Employment Land Review indicates that there will be a decline in industrial jobs and an increase in business related jobs across the borough which generally requires less space. As a result of these likely changes, it is important to make the best use of the land available and to maximise the use of existing employment sites and premises.

Upgrading employment land will provide an opportunity to improve the stock of industrial and employment premises in the borough. A number of the existing industrial estates and employment areas surveyed as part of the Southend-on-Sea Employment Land Review 2010 were found to be in poor condition. Improving the quality of the existing stock of the industrial estates and employment areas is essential if Southend-on-Sea is to be an attractive location for a diverse range of successful businesses and employers.

Small and Medium Enterprises (SMEs) make an important contribution to the Southend-on-Sea economy. Approximately 4,375 businesses in the borough employ between 1 and 10 employees. This comprises 81.3% of all the VAT and PAYE registered companies (Source: Interdepartmental Business Register (IDBR) 2009). SMEs account for 12,880 employees, which is equivalent to 13% of the borough’s workforce. SMEs are diverse and have varying accommodation requirements.

The Southend-on-Sea Employment Land Review Evidence highlights a need within Southend-on-Sea for more managed accommodation for new companies, particularly grow-on space from incubator units. It’s important the future provision provides a choice in terms of location and premises size for business services. If Southend-on-Sea is to facilitate growth, incubator, grow-on and medium sized premises are required in a variety of locations.

Employment Uses – Suggested Option
<p>Our approach is:</p> <p>To protect land and buildings within employment use and adopt a managed approach for their redevelopment for employment uses and where appropriate their release from employment uses.</p>
<p>We consider that this can be achieved by:</p> <p>1. Only allowing the development of redundant and underused buildings and land within Class B employment use for alternative uses where:</p> <ul style="list-style-type: none"> (i) It can be demonstrated that the existing employment uses in their existing form or within a refurbished form would no longer be viable or feasible for continued use; (ii) Provision is made for alternative floorspace to accommodate employment generating uses of at least equivalent jobs to the existing employment floorspace; and (iii) The new uses are compatible with neighbouring uses and will not harm the viability of the surrounding employment area. <p>Alternative uses that are necessary to enable the delivery of high quality modern</p>

employment floorspace will be considered on a site-by-site basis to take account the merits of the proposal and contribution to the Council’s economic objectives.

Non-employment development of redundant and underused buildings and land within employment use will only be allowed in exceptional circumstances where the site is not identified for protection and retention and it can clearly demonstrated that there are no prospects of any employment generating use using the site in its current form or within a redevelopment aimed at meeting the accommodation requirements of the key existing and emerging employment sectors in the borough.

2. Resisting Non-B Class uses within the existing industrial estates and employment areas identified for protection and retention except where they provide a complementary and supporting use and do not result in a material change to the Class B character and function of the area.

3. Seeking flexible accommodation within new employment proposals that includes a range of unit sizes such as: accommodation for small and medium sized businesses; incubator / seedbed centres; and affordable and flexible workspaces.

4. Allowing employment generating uses outside identified industrial areas where they do not impact upon the amenity of the surrounding uses and do not conflict with other development plan policies.

Industrial Estates and Employment Areas – Alternative Options

1. Only allow Class B1, B2 and B8 and sui generis uses within existing industrial estates and employment areas.

It is considered that this approach is too restrictive and does not allow for economic changes other the life time of the plan. It would also conflict with the policy objectives of PPS4.

2. Prevent the loss of all buildings and land in the borough last used for employment uses.

It is considered that this approach is too restrictive and does not allow for economic changes other the life time of the plan. It would also conflict with the policy objectives of PPS4.

Development Plan Policy Linkage

East of England Plan (2008)	Policies E1 – E7
Southend-on-Sea Core Strategy (2008)	Strategic Objective 1
	Strategic Objective 2
	Strategic Objective 3
	Strategic Objective 4

	Strategic Objective 5
	Policy CP1: Employment Generating Development
	Policy CP2: Town Centre and Retail Development

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy E1: Employment Protection

Issue DM22: Questions

82. Do you agree with the suggested option?
83. Do you consider the alternative options to be more appropriate? If so, please state why.
84. Are there any other issues relating to employment uses that should be considered?

Issue DM23 – Visitor Accommodation

Issue

The aim is to promote economic regeneration development by variety of means including enhancing the town's role as a cultural and intellectual hub and as a visitor destination. This provides the opportunity to promote Southend-on-Sea as a hotel and conference resort and support the expansion of London Southend Airport.

The level of tourism is likely to expand from current levels as a result of the economic growth agenda and as it is considered it important that proposals that improve the quality and offer of existing visitor accommodation or generates new visitor accommodation in the right locations should be considered favourably.

Context

The Core Strategy identified a number of growth areas to achieve the additional jobs target of 13,000 in its 'Economic Growth Aspirations' document (2006). Policy CP1 is the overarching policy which allows for supporting development that will help deliver Southend-on-Sea's regional potential to develop as a Hotel and Conference Resort with high quality hotels, casinos and broad-based leisure and tourism facilities.

The Southend-on-Sea Economic Development & Tourism Strategy (2007) sets out the role of tourism, culture and the creative industries as key sectors to create a new image and period of sustained economic growth in Southend-on-Sea. The Development & Tourism Strategy sets out a vision for Southend-on-Sea to secure its place in the top 10 UK seaside resorts over the next 5 years, attracting higher end visitors motivated to visit the cultural capital of the East of England. Target market segments are:

- Higher income group day visitors – drawn by developing cultural attractions;
- Short break activity weekends – based on watersports, kitesurfing, golf, riding, indoor tennis, arts festivals;

- Business conference tourism – in the medium term once a quality hotel with conferencing is in place;
- Foreign language students – using out of term student accommodation;
- London 2012 staying visits – using the direct rail link to Stratford.

The Southend-on-Sea Hotel Futures Report 2010 made an assessment of potential hotel market demand and set out indicative projections for growth. It was found that in the next 10 to 20 years there is likely to be:

- Longer-term potential for an additional 3 star hotel;
- Scope for existing 3 star hotels to up-grade and possibly expand;
- Possible scope for the development of small (20-30 bedroom) independent boutique hotels;
- Immediate market potential for a further budget or upper tier budget hotel and longer term potential for up to a further 1 to 3 new budget/upper tier budget hotels;
- Possible scope for residential apartments to be let as serviced apartments for long stay corporate customers.

This report notes that there are many sites in Southend-on-Sea that could accommodate future hotel sites but stressed that there is a need to prioritise locations and sites to ensure that hotels are directed to where they can deliver the greatest benefit. The report recommends directing hotel development to the town centre, the Seafront and also London Southend Airport. New hotels in the town centre and on the Seafront will be needed to achieve the vision of Southend-on-Sea as a Hotel and Conference Resort. They will also contribute to developing the visitor and evening economy of these locations. The expansion of the airport and planned business park may be able to support hotel development in this location.

The report suggests that there is a need to restrict out-of-town hotel development in order to secure new hotels in the town centre, on the Seafront and at the airport. It is stated that the proposed out-of-town hotels would compete for a share of the wider Southend-on-Sea market and would undermine the potential in the suggested priority locations and their long term sustainability.

The research in the report identified no clear case for designated Hotel Development Zones. The current Visitor Accommodation Area now contains little hotel accommodation.

The report states that it is appropriate for the Council to continue to have a policy to retain hotels alongside encouraging new provision given the importance of developing tourism and the strategy to develop Southend-on-Sea as a hotel and conference resort.

Visitor Accommodation – Suggested Option

Our approach is:

To support Southend-on-Sea’s tourism, education and business economy by encouraging overnight and longer periods of visitor stay. Visitor accommodation would be focused within Southend-on-Sea Town Centre, the Seafront and at London Southend Airport. Proposals to improve the quality and range of hotels in Southend-on-Sea will be

encouraged.

We consider that this can be achieved by:

1. Encouraging visitor accommodation in the Southend-on-Sea Centre Area AAP area, the Seafront and London Southend Airport JAAP.

2. Ensuring that proposals for new visitor accommodation:

- (i) Are well related to the primary road network and have good public transport accessibility;
- (ii) Will not create parking stress in the area they are located; and
- (iii) Does not impact upon the character and amenity of neighbouring buildings and the surrounding area.

3. Encouraging extensions and improvements to existing visitor accommodation subject to other development management policies.

4. Seeking to retain existing visitor accommodation in the Southend-on-Sea Centre Area AAP area, the Seafront area and London Southend Airport JAAP area. Where a loss of visitor accommodation is proposed within the borough it will need to be demonstrated that:

- (i) The existing use is no longer viable or feasible. It will also need to be demonstrated that other visitor accommodation types are no feasible or viable at the site;
- (ii) The proposed development will enhance the character of the area; and
- (iii) The new use does not impact upon the amenity of the area and neighbouring uses or adversely impact upon the transport network.

Visitor Accommodation – Alternative Options

1. Consider visitor accommodation on a site by site basis.

It is considered that this approach could lead to a dispersal of visitor accommodation sites across the borough to the detriment of developing the tourism sector in Southend-on-Sea.

2. Resist the loss of all existing visitor accommodation.

It is recognised that some visitor accommodation may no longer be suitable for its continued use and an alternative use may be more appropriate.

Development Plan Policy Linkage

The East of England Plan (2008)	Policy E6: Tourism
	Policy ETG5: Employment Generating Development
Southend-on-Sea Core Strategy	Strategic Objective 2

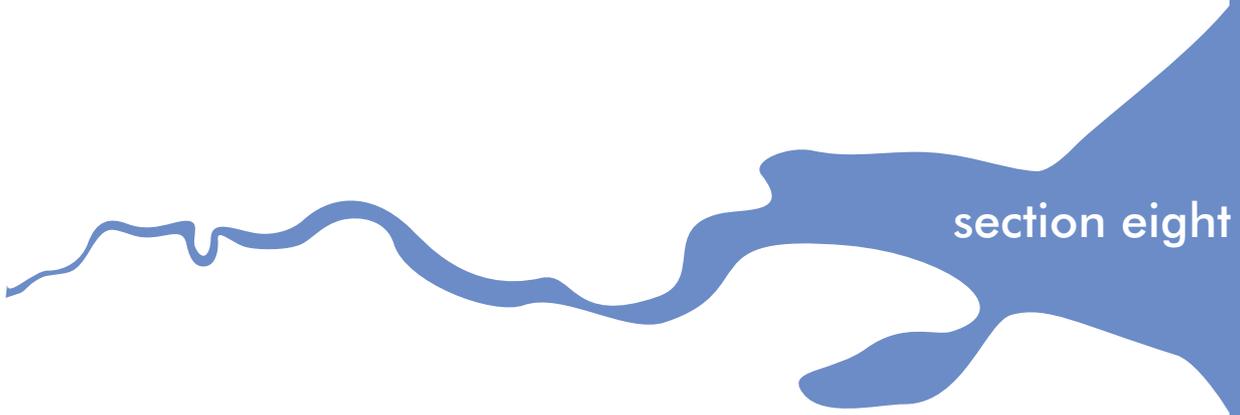
(2008)	
	Strategic Objective 14
	Policy KP1: Spatial Strategy
	Policy CP1: Employment Generating Development

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy L6: Hotels and Guest Houses
Policy L7: Retention of Hotel and Guest House Uses

Issue DM23: Questions

85. Do you agree with the suggested option?
86. Do you consider the alternative options to be more appropriate? If so, please state why.
87. Are there any areas where visitor accommodation should be concentrated that are not referred to?
88. Are there any other visitor accommodation issues that need to be considered by the Council?



section eight

Section 8: Environmental Management

Issue DM24: Contaminated Land

Issue

Development in the borough will inevitably be on previously developed land, including industrial and other sites that may be affected by contamination. Contaminated land can potentially have health implications and also detrimentally impact upon the natural environment and water quality. Reusing this land provides the opportunity to deal with contamination so that threats posed to health and the environment may be tackled. It is important that any land that is known or suspected of being contaminated is dealt with before development occurs.

Context

It is necessary that when development is proposed on or near a site that is known to be, or there is good reason to believe may be, contaminated that the developer carries out a site assessment to establish the nature and extent of contamination. The assessment of land affected by contamination is a complex subject and as such it is intended that each site will be judged separately and on its merits and taking into account guidance set out within 'Land affected by Contamination – Technical Guidance for Applicants and Developers, Second Edition' (December 2007). This document provides an informative guide to developers, advising them how to deal with land contamination and to inform them of what information is required with a planning application submission for the development of land that could potentially be contaminated. The guidance within this document does not replace the DEFRA & the Environment Agency's Model Procedures for the Management of Land Contamination (CLR11) and Planning Policy Statement 23. The Council considers it essential that a Contaminated Land Assessment be carried out by or under the direction of a suitably qualified competent person and in accordance with BS10175 (2001) Code of Practice for the Investigation of Potentially Contaminated Sites.

Contaminated Land – Suggested Option

Our approach is:

To ensure that when development is proposed on or near a site that is known or believed to be contaminated, that remediation works are carried out before the occupation of any new development.

We consider that this can be achieved by:

1. Ensuring that development on or near land that is known to be contaminated or which may be affected by contamination will only be permitted where:

- (i) An appropriate Contaminated Land Assessment has been carried out as part of the application to identify any risks to human health, the natural environment or water quality; and
- (ii) Where contamination is found which would pose an unacceptable risk to people's health, the natural environment or water quality, the Council will impose a condition to ensure the applicant undertake appropriate remedial measures to ensure that the site is suitable for the proposed end use and the development can safely proceed.

Land Instability – Alternative Options

1. There are no reasonable alternative to this policy other than to rely on the requirements of PPG23.

It is considered that it is necessary for a land contamination policy to take account of the guidance set within an Essex context.

Development Plan Policy Linkage

The East of England Plan (2008)	ENV7: Quality in the Environment
Southend-on-Sea Core Strategy (2008)	KP2: Development Principles
	CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy U2: Pollution Control

Issue DM24: Questions

- 89. Do you agree with the suggested option?
- 90. Is there an alternative option that is more appropriate?
- 91. Are there any other land contamination issues that need to be considered?

Issue DM25 – Land Instability

Issue

The Thames Estuary frontage of the borough is backed by cliffs from the western boundary to Marine Parade in the east. The cliffs are often steeper than the natural stable gradient for the material(s) of which they are composed. As such there has been an on-going history of movement of the cliffs ranging from small scale slumping to major rotational and transitional movements, such as that seen below the Southend Bandstand in 2002.

The cliffs, if not maintained, over a significant period of time, would naturally degrade to a stable profile which would continue to slump and move northwards. However, such a situation does not accord with the built environment of the borough and measures would need to be introduced to prevent and or reduce the movement or accommodate it. Before any significant works are to be undertaken it will be essential to monitor existing movement to identify the nature and extent of the problems that the cliffs present.

Context

It is important to ensure that the full implications of building on unstable land are taken into account at an early stage in the development process. Whether land is suitable for a particular purpose rests primarily with the developer. The stability of the ground so far as it affects land use is a material consideration which should be taken into account when deciding a planning application.

There are a number of measures that would assist this situation. These include drainage systems, which would assist in alleviating small scale slumping and reinforcing active slip planes in appropriate locations which would address the larger rotational and or transitional movements but this requires significant engineering intervention. Such engineering could be utilised not only to stabilise the cliff but also form part of a structure which could provide added value by providing, for example, additional amenities and facilities for residents and visitors alike, whilst improving the tourism offer and providing commercial opportunities and employment.

Given a requirement for remedial work in areas of the cliffs there is a duty to explore investment opportunities that would assist remedial work required and stabilise other areas under threat.

Land Instability – Suggested Option

Our approach is:

To ensure that no new development will be at risk from land instability or increase this risk to the site or other areas.

We consider that this can be achieved by:

1. Ensuring that every planning application in areas where the Council may suspect land instability, will include an appropriate assessment of land stability that analyses the issues relevant to ground instability and indicates how they would be overcome.

2. Ensuring that development construction will only be permitted where it has been demonstrated that the development of unstable or potentially unstable land:

- Will be constructed and used safely and without adding to the instability of site and surrounding land; and
- Will be stabilised by measures which are environmentally acceptable and will not adversely impact upon neighbouring uses.

Land Instability – Alternative Options

1. 1. There are no reasonable alternative to this policy.

The Council considers it necessary to ensure the protection of areas from development that could lead to unstable cliffs that could detrimentally impact upon the structures of buildings along the Seafront and potentially endanger lives.

Development Plan Policy Linkage

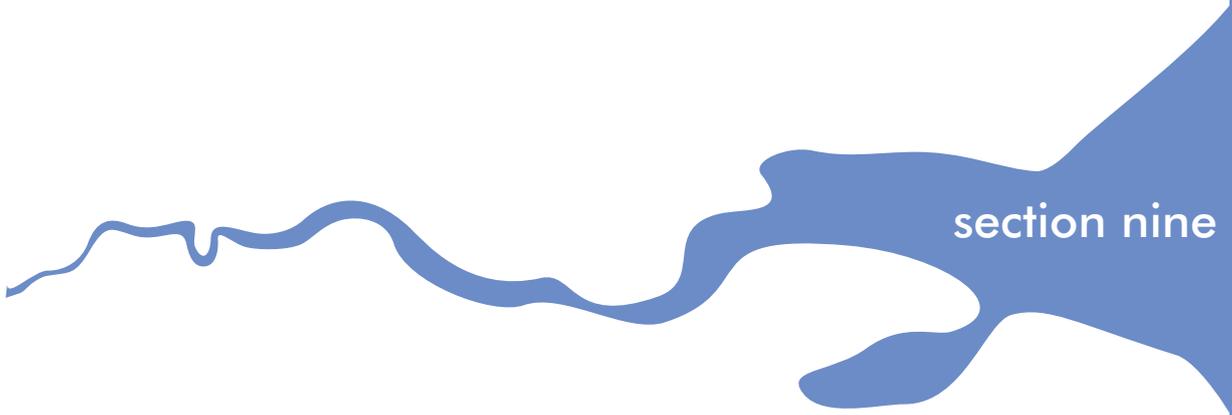
Southend-on-Sea Core Strategy (2008)	Strategic Objective 12
	Strategic Objective 14
	Policy KP2: Development Principles
	Policy CP4: The Environment and Urban Renaissance

Relevant Southend-on-Sea Borough Local Plan Saved Policies

n/a

Issue DM25: Questions

92. Do you agree with the suggested option?
93. Do you agree that there are no reasonable alternative options? If not, please state why.
94. Are there any other issues regarding land stability that you think the Council should consider?



section nine

Section 9: Transport and Accessibility

Issue DM26: Sustainable Transport Management

Issue

Transport in Southend-on-Sea plays a key role in supporting economic growth, reducing carbon emissions, promoting equality of opportunity and improving the quality of life and health. Better safety and security and the quality of public spaces have been strongly promoted in Southend-on-Sea, particularly as part of key regeneration schemes. Mobility management policies supporting 'smarter choices' reduce the reliance upon the car and encourage more sustainable modes of transport including cycling, walking and public transport. Reducing congestion and ensuring better accessibility to employment and housing developments follows on from this and at the same time new development should be located in areas which are accessible by non-car modes and which reduce the overall need to travel.

Context

The Southend-on-Sea Local Transport Plan 2 (2006 – 2011) (LTP2) seeks to secure a 'step change' in transport provision and service to deliver quality integrated facilities, improved accessibility and the long term sustainability of Southend-on-Sea necessary to achieving the town's potential for regeneration and growth to provide for a vibrant and prosperous coastal town and a regional centre of cultural and intellectual excellence.

LTP2 is currently being updated and an Issues and Options consultation on LTP3 (2011 – 2016) is scheduled for 2010. The Development Management DPD preparation will be updated to take account of the emerging issues and options in LTP3 as they are developed.

The LTP2 objectives seek to tackle congestion by: the more efficient use of road capacity; providing for quality public transport; placing greater emphasis on travel plans and 'smarter choices' of travel; and improving conditions for cyclists, pedestrians and motorists with the aim of reducing the need to travel.

LTP2's vision for accessibility draws on the need to contribute to the Council's wider vision and objectives set by the Community Plan. The focus is to maximise accessibility to employment, healthcare, education, leisure and shopping for all and particularly the most socially-excluded sections of the population. A series of 'environmental rooms' and distributors were identified by the Integrated Transport Partnership during the development of LTP1 and these were continued through to LTP2. Distributors are the main roads in the town whose principal function is to distribute traffic. Accessibility is a priority on these routes and the aim is to keep obstructions on these routes to a minimum. Environmental rooms are the areas bounded by these distributor roads, within which the quality of the local environment has priority.

Southend-on-Sea is a designated 'cycle town' with secured funding from Cycling England. A new network of cycle routes are in place and under construction. Linking with the

Thames Gateway South Essex Green Grid (Parklands), the cycle network, walking corridors and greenways all take advantage of quiet areas created by the 'environmental rooms' to provide safe and enhanced routes. New and improved cycle and pedestrian crossing facilities are and will be developed on busier corridors to ensure that safe links are provided between residential, employment, tourism and educational areas. Improvements to the quality of life by creating a better environment that encourages greater levels of safety, public transport usage, walking and cycling, now has greater significance in terms of regeneration and streetscene. All LTP2 seeks schemes link the walking and cycling network and public transport facilities across the borough to make non-car modes safe and more attractive alternatives.

The Council seeks to deliver improvements to the borough's air quality through measures which: encourage use of sustainable modes; reduce the need to travel, especially by car; and reduce the amount of queuing traffic thereby reducing the emission rates associated with idling vehicles.

'Smarter choices' will be encouraged in developments. 'Smarter choices' are techniques for influencing people's travel behaviour towards more sustainable options such as encouraging school, workplace and individualised travel planning. They also seek to improve public transport and marketing services such as travel awareness campaigns, supporting car clubs and encouraging flexible working.

Sustainable Transport Management – Suggested Option
<p>Our approach is:</p> <p>To maximise opportunities for the use of sustainable travel modes such as walking, cycling and public transport within a mobility management framework of 'smarter choices'. Infrastructure for cycle parking, public transport, electric and hybrid vehicles such electric points will generally be supported.</p>
<p>We will achieve this by:</p> <p>1. Ensuring that development will only be allowed where there is physical and environmental capacity to accommodate the type and amount of traffic generated in a safe manner.</p> <p>2. Ensuring that access to the proposed development and any traffic generated will not unreasonably harm the surroundings, including the amenity of neighbouring properties and/or the public rights of way.</p> <p>3. Ensuring that development proposals incorporate satisfactory and appropriate provision for:</p> <ul style="list-style-type: none"> (i) Pedestrians, including disabled persons and those with impaired mobility; (ii) Cyclists, through safe, secure and covered on-site cycle parking and where appropriate changing facilities; (iii) Public transport, through measures that reduce dependency on private vehicles; and (iv) Servicing and emergency vehicles.

4. Incorporating appropriate 'smarter choice' measures into all developments such as Travel Plans (Personal; Workplace and School), car clubs, car sharing and pooling, real-time public transport information and marketing and communication materials.

Sustainable Transport Management – Alternative Options

1. It is considered that there are no alternative options that will be able to contribute towards sustainable transport management.

Development Plan Policy Linkage

The East of England Plan (2008)	T1 to T15: Regional Transport Strategy
Southend-on-Sea Core Strategy (2008)	KP1: Spatial Strategy
	KP2: Development Principles
	CP3: Transport and Accessibility

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy T8: Traffic Management and Highway Safety
Policy T13: Cycling and walking
Policy T14: Public Transport

Issue DM26: Questions

95. Do you agree with the suggested option?
96. Do you agree that there are no reasonable alternative options? If not, please state why.
97. Have all the sustainable transport management issues that affect new developments been considered and are there any other transport issues that need to be addressed?

Issue DM27: Vehicle Parking Standards

Issue

Core Strategy Development Plan Document Policy CP3 states that all development will need to reduce sole reliance on the car for accessibility. Parking over-provision will reverse the aim to switch from using a car to more sustainable modes. Under-provision may induce a beneficial mode switch but could also introduce operational difficulties, amenity and safety impacts resulting from additional parking in inappropriate locations. The availability of parking has a major influence on the choice of transport.

Context

The East of England Plan makes provision for 13,000 new jobs and 6,000 additional dwellings in Southend-on-Sea by 2021. This is likely to generate a need for circa 8,000 private non-residential parking spaces and 9,500 new private off street spaces.

In order to meet the future parking need in the borough a number of modifications to the current (EPOA) parking standards are proposed. These proposed changes take account of the standards applied across the region, the scale of growth being forecast, the different transport characteristics that apply across the area and the need to attract developer contributions. The concept of having no minimum parking standards should be maintained, provided that a clear mechanism is established to attract developer contributions. The aim to encourage shared use of space within mixed use development should be maintained as should the adoption of 'composite' parking standards to accommodate staff, visitor and non-HGV operational needs. It is considered that some flexibility in the application of standards with larger, staged developments would be appropriate, particularly in cases of economic regeneration. In summary, the justification for the proposed modifications are as follows:

- The use classes chosen for parking standards modification make up the significant majority of all likely development activity;
- The scale of development envisaged in the borough is substantial and if achieved would add significant traffic flows to an already congested road network;
- Applying tighter standards to some non-residential developments should reduce the rate of traffic growth;
- Differential parking standards would apply across the area which recognise the different parking and public transport characteristics of the inner (town centre) and outer areas;
- Increasing the flexibility in the application of residential parking standards recognises the highly varied site constraints, commercial and marketing realities and the importance of influencing car use rather than car ownership; and
- It provides an opportunity to clarify the position with respect to developer contributions.

These standards will be kept under review during the Development Management DPD production process and will take account of any recommendations set out in the forthcoming LTP3.

Vehicle Parking Standards – Suggested Option

Our approach is:

To apply appropriate car parking standards that discourage private vehicle use, ease congestion and encourage the use of more sustainable transport modes.

We will achieve this by:

1. Applying the suggested vehicle standards sets out in Table 4 and the suggested cycle parking standards set out in Table 5.

Table 4: Current and Proposed Options for Parking Standards by Use Class

Use Class	Land Use	Proposed Maximum Standard – Suggest Option	
		Central Area AAP	Rest of Borough
A1	Shops – food	1 space per 18 m ²	1 space per 14 m ²
A1	Shops – non food	1 space per 35 m ²	1 space per 25 m ²
A2	Financial And Professional Services	1 space per 30 m ²	1 space per 20 m ²
A3	Restaurants and cafes	1 space per 6 m ²	1 space per 5 m ²
	Transport cafes	1 lorry space per 2 m ²	1 lorry space per 2 m ²
A4	Drinking Establishments	1 space per 6 m ²	1 space per 5 m ²
A5	Hot Food Takeaway	1 space per 25 m ²	1 space per 20 m ²
B1	Business	1 space per 40 m ²	1 space per 30 m ²
B2	General Industrial	1 space per 60 m ²	1 space per 50 m ²
B8	Storage or distribution	1 space per 150 m ²	1 space per 150 m ²
C1	Hotels	1 space per bedroom (guest or staff)	1 space per bedroom (guest or staff)
C2	Hospitals	-	To be treated on its merits
C2	Residential care homes	1 space per resident staff + 1 space per 3 bed spaces/dwelling units	1 space per resident staff + 1 space per 3 bed spaces/dwelling units
C3	Dwelling Houses		
	-main urban areas/good access to public transport	1 space per dwelling	1.5 spaces per dwelling
	- urban location with poor off peak	-	2 spaces per dwelling

	public transport services		
D1	Medical Centres	1 space per full time staff + 2 spaces per consulting room	1 space per full time staff + 2 spaces per consulting room
D1	Day care centres	1 space per full time staff + 1 space per 4 persons attending	1 space per full time staff + 1 space per 4 persons attending
D1	Creches/ Nurseries	1 space per full time staff + waiting facilities where appropriate	1 space per full time staff + waiting facilities where appropriate
D1	Schools (Primary and Secondary Education)	1 space per 2 daytime teaching staff	1 space per 2 daytime teaching staff
D1	Schools (Further and Higher Education)	1 space per 2 daytime teaching staff + 1 space per 15 students	1 space per 2 daytime teaching staff + 1 space per 15 students
D1	Art Galleries / Museums / Public Halls	1 space per 25 m ²	1 space per 25 m ²
D1	Places of Worship/Libraries/ Reading Rooms	1 space per 10 m ²	1 space per 10 m ²
D2	Cinemas	1 space per 5 seats	1 space per 5 seats
D2	Other Uses (Assembly and Leisure)	1 space per 22 m ²	1 space per 22 m ²

Table 5 Cycle Parking Standards

Use Class	Land use	Minimum Cycle Parking Standard
A1	Shops – Food	1 / 100m ² for staff 1 / 100m ² for customers
	Non-Food	1 / 100m ² for staff 1 / 200m ² for customers
A2	Financial and Professional Services	1 / 100m ² for staff 1 / 200m ² for customers
A3	Pubs, Clubs and Restaurants	1 / 4 staff 1 / 25m ² for customers
B1	High technology / Offices	1 / 50m ² for staff 1 / 100m ² for visitors
B2	Industry	1 / 50m ² for staff 1 / 200m ² for visitors
B8	Warehousing	1 / 100m ² for staff 1 / 400m ² for visitors

C1	Hotels and visitor accommodation	1 / 4 staff 1 / 10m ² beds 1 / 25m ² restaurant / entertainment area
C2	Sheltered Housing	1 / 4 staff 1 / 20 beds
C2	Hospitals	1 / 4 staff 1 / 20 beds
C3	Residential	None if garage provided 2 / dwelling (two beds or more) 1 / dwellings (one bed) + 1 / 8 units (for visitors)
D1	Places of Worship	1 / 5 seats
D1	Health Centres, Surgeries	1 / 4 staff 1 / consulting room
D1	Day Care Centres	1 / 4 staff 1 / 200m ² for visitors
D1	Family Centres	1 / 5 staff 1 / consulting room
D1	Cultural Buildings	1 / 4 staff + 1/ 35m ²
D1	Public Entertainment Buildings	1 / 4 staff 1 / 20 seats
D1	Schools and Colleges	1 / 5 staff 1 / 3 students
D1	Day Nurseries	1 / 5 staff 1 / 30 children
D1	Libraries	1 / 4 staff 3 at branch library 10 at main library
D2	Places of Assembly	1 / 10m ²
D2	Sports Grounds	1 / 4 staff 1 / 4 players
D2	Indoor Sports Centres	1 / 4 staff 1 / 4 visitors
-	Garden Centres	1 / 100m ² for staff
-	Petrol Station	1 / 5 staff 1 / 100m ² shop floor where applicable
-	Service Garages	1 / 5 staff
-	Car Sales Showrooms	1 / 100m ² for staff 1 / 200m ² for customers
-	Camping Sites	1 / 4 staff 1 / 10 pitches
-	Marinas	1 / 10 moorings
-	Car Parks and Park and Ride Sites	1 / 10 parking spaces
-	Rail Stations	10 / Morning Peak service
-	Bus Stations	4 / bus bay

-	Key Bus Stops	4 / stop
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Vehicle Parking Standards – Alternative Options

1. Retain current (EPOA) standards

It is considered that these standards do not exactly reflect the parking requirements of Southend-on-Sea. The suggested option reflects amendments to the EPOA standards to meet the Southend-on-sea context.

Development Plan Policy Linkage

The East of England Plan (2008)	T14: Parking
Southend-on-Sea Core Strategy (2008)	KP1: Spatial Strategy
	KP2: Development Principles
	CP3: Transport and Accessibility

Relevant Southend-on-Sea Borough Local Plan Saved Policies

Policy T10: Town Centre Parking (on-street)
Policy T11: Parking Standards
Policy T16: Commuter Car Parking

Issue DM27: Questions

98. Do you agree with the suggested option?
99. Do you consider the alternative option to be more appropriate? If so, please state why.
100. Are there any other parking issues that the Council should consider?



appendices

Appendix 1: List of Planning Policy Guidance Notes and Planning Policy Statements

Planning Policy Guidance Notes (PPG)

PPG 2	Green Belts
PPG 8	Telecommunications
PPG 13	Transport
PPG 14	Development on Unstable Land
PPG 17	Planning for Open Space, Sport and Recreation
PPG 18	Enforcing Planning Control
PPG 19	Outdoor Advertisement Control
PPG 20	Coastal Planning
PPG 24	Planning and Noise

Planning Policy Statements (PPS)

PPS 1	Delivering Sustainable Development
PPS	Planning and Climate Change - Supplement to Planning Policy Statement 1
PPS	Eco-towns - A supplement to Planning Policy Statement 1
PPS 3	Housing
PPS 4	Planning for Sustainable Economic Growth
PPS 5	Planning for the Historic Environment
PPS 7	Sustainable Development in Rural Areas
PPS 9	Biodiversity and Geological Conservation
PPS 10	Planning for Sustainable Waste Management
PPS 12	Local Spatial Planning
PPS 22	Renewable Energy
PPS 23	Planning and Pollution Control
PPS 25	Development and Flood Risk
PPS 25 Supplement	Development and Coastal Change

Appendix 2: National Development Management Policies

Planning Policy Statement 4

- Policy EC10: Determining planning applications for economic development
- Policy EC11: Determining planning applications for economic development (other than main town centre uses) not in accordance with an up to date development plan
- Policy EC12: Determining planning applications for economic development in rural areas
- Policy EC13: Determining planning applications affecting shops and services in local centres and villages
- Policy EC14: Supporting evidence for planning applications for main town centre uses
- Policy EC15: The consideration of sequential assessments for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan
- Policy EC16: The impact assessment for planning applications for main town centre uses that are not in a centre and not in accordance with an up to date development plan
- Policy EC17: The consideration of planning applications for development of main town centre uses not in a centre and not in accordance with an up to date development plan.
- Policy EC18: Application of car parking standards for non-residential development
- Policy EC19: The effective use of conditions for main town centre uses

PPS5 Planning for the Historic Environment

- Policy HE6: Information requirements for applications for consent affecting heritage assets
- Policy HE7: Policy principles guiding the determination of applications for consent relating to all heritage assets
- Policy HE8: Additional policy principle guiding the consideration of applications for consent relating to heritage assets that are not covered by policy HE9
- Policy HE9: Additional policy principles guiding the consideration of applications for consent relating to designated heritage assets
- Policy HE10: Additional policy principles guiding the consideration of applications for development affecting the setting of a designated heritage asset
- Policy HE11: Enabling development
- Policy HE12: Policy principles guiding the recording of information related to heritage assets

Planning Policy Statement 25 Supplement: Development and Coastal Change

- DCC4: Evidence requirements for validation of planning applications in the Coastal Change Management Area
- DCC5: Policy principles guiding the consideration of applications for development in Coastal Change Management Areas

Draft Planning Policy

Consultation paper on a new Planning Policy Statement: Planning for a Natural and Healthy Environment (March 9th 2010)

Policy NE8: Policy principles guiding the determination of applications in relation to the natural environment

Policy NE9: Policy principles relating to the maintenance of an adequate supply of open space, green infrastructure, sports, recreational and play facilities

Policy NE10: Policy principles guiding the determination of applications affecting playing fields

Policy NE11: The consideration of applications for floodlighting for sports and recreational facilities

Policy NE12: Proposals for sport and recreation requiring natural features and water

Policy NE13: Sport and recreation provision in nationally designated areas

Policy NE14: Proposals for major sports development and mixed use sport and recreational facilities

PPS: Planning for a Low Carbon Future in a Changing Climate: Consultation

Policy LCF12: General approach

Policy LCF13: Designing for a low carbon future in a changing climate

Policy LCF14: Renewable and low carbon energy generation

Policy LCF15: Safeguarding renewable and low carbon energy supplies

Appendix 3: East of England Plan: Policies

Core Spatial Strategy

- SS1: Achieving Sustainable Development
- SS2: Overall Spatial Strategy
- SS3: Key Centres for Development and Change
- SS5: Priority Areas for Regeneration
- SS6: City and Town Centres
- SS7: Green Belt
- SS8: The Urban Fringe
- SS9: The Coast

Economic Development

- E1: Job Growth
- E2: Provision of Land for Employment
- E3: Strategic Employment Locations
- E4: Clusters
- E5: Regional Structure of Town Centres
- E6: Tourism
- E7: The Region's Airports

Housing

- H1: Regional Housing Provision 2001 to 2021
- H2: Affordable Housing
- H3: Provision for Gypsies and Travellers

Culture

- C1: Cultural Development
- C2: Provision and Location of Strategic Cultural Facilities

Regional Transport Strategy

- T1: Regional Transport Strategy Objectives and Outcomes
- T2: Changing Travel Behaviour
- T3: Managing Traffic Demand
- T4: Urban Transport
- T5: Inter Urban Public Transport
- T6: Strategic and Regional Road Networks
- T7: Transport in Rural Areas
- T8: Local Roads
- T9: Walking, Cycling and other Non-Motorised Transport
- T10: Freight Movement
- T11: Access to Ports
- T12: Access to Airports

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T13: Public Transport Accessibility
T14: Parking
T15: Transport Investment Priorities

Environment

ENV1: Green Infrastructure
ENV2: Landscape Conservation
ENV3: Biodiversity and Earth Heritage
ENV4: Agriculture, Land and Soils
ENV5: Woodlands
ENV6: The Historic Environment
ENV7: Quality in the Built Environment

Carbon Dioxide Emissions and Renewable Energy

ENG1: Carbon Dioxide Emissions and Energy Performance
ENG2: Renewable Energy Targets

Water

WAT1: Water Efficiency
WAT2: Water Infrastructure
WAT3: Integrated Water Management
WAT4: Flood Risk Management

Waste

WM1: Waste Management Objectives
WM2: Waste Management Targets
WM3: Imported Waste
WM4: Regional Waste Apportionment
WM5: Planning for Waste Management
WM6: Waste Management in Development
WM7: Provision for Hazardous Waste and other Regionally Significant Facilities
WM8: Actions for Waste Authorities, Waste Companies and other Partners

Minerals

M1: Land Won Aggregates and Rock

Sub Areas and Key Centres for Development and Change: Essex Thames Gateway

ETG1: Strategy for the Sub-Region
ETG2: Thurrock Key Centre for Development and Change
ETG3: Basildon Key Centre for Development and Change
ETG4: Southend-on-Sea Key Centre for Development and Change
ETG5: Employment Generating Development

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ETG6: Transport Infrastructure

Implementation and Delivery, Monitoring and Review

IMP1: Implementing the RSS

IMP2: Monitoring the RSS

IMP3: Review of the RSS

Appendix 4: Southend-on-Sea Core Strategy: Policies

Policy KP1 : Spatial Strategy
Policy KP2: Development Principles
Policy KP3: Implementation and Resources
Policy CP1 : Employment Generating Development
Policy CP2: Town Centre and Retail Development
Policy CP3: Transport and Accessibility
Policy CP4: The Environment and Urban Renaissance
Policy CP5: Minerals and Soils Resources
Policy CP6: Community infrastructure
Policy CP7: Sport, Recreation and Green Space
Policy CP8: Dwelling Provision
Policy CP9: Monitoring and Review

Appendix 5: Southend on Sea Borough Local Plan (adopted 1994), First Alteration (adopted 1997) and Second Alteration (adopted 1999) – Saved Policies

Green Belt and Natural Resources

- Policy G1: Development within the Green Belt
- Policy G1a: Safeguarded Land (Second Alteration)
- Policy G3: Landscape Protection and Improvement
- Policy G5: Special Landscape Areas
- Policy G7: Coastal Protection

Conservation and Townscape

- Policy C1: Ancient Monuments and Archaeological Site
- Policy C2: Historic Buildings
- Policy C3: Conversion of Historic Buildings
- Policy C4: Conservation Areas
- Policy C5: Leigh Old Town
- Policy C6: Frontages of Townscape Merit
- Policy C7: Shop and Commercial Frontages and Fascias
- Policy C8: Advertisements
- Policy C9: Satellite Antennae
- Policy C11: New Buildings, Extensions and Alterations
- Policy C12: Undercliff Gardens
- Policy C13: Street Furniture
- Policy C14: Trees, Planted Areas and Landscaping
- Policy C15: Retention of Open Spaces
- Policy C16: Foreshore Views
- Policy C17: A127 Frontage
- Policy C18: Open Sites for Commercial Purposes

Housing Provision and Residential Environment

- Policy H3: Retention of Small Family Houses
- Policy H4: Preservation of Residential Uses
- Policy H5: Residential Design and Layout Considerations
- Policy H6: Protecting Residential Character (First Alteration)
- Policy H7: The Formation of Self-Contained Flats
- Policy H8: Sheltered Housing and Residential Institutions
- Policy H9: Non-Self-Contained Residential Accommodation (First Alteration)
- Policy H10: Backland Development
- Policy H12: Environmental Improvement of Residential Areas

Employment and Business

- Policy E1: Employment Promotion

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- Policy E2: Major Office Development
- Policy E3: Secondary Offices
- Policy E4: Industry and Warehousing
- Policy E5: Non-Residential Uses Close to Housing

Shopping and Retail Services

- Policy S1: New Shopping Developments
- Policy S5: Non-Retail Uses
- Policy S7: Car Sales and Showrooms
- Policy S8: Improvements to Primary Shopping Frontages
- Policy S9: Retention of Secondary Shopping Frontages

Leisure and Tourism

- Policy L1: Facilities for Tourism
- Policy L2: Central Seafront Area
- Policy L3: Southend Pier
- Policy L4: Water Recreation
- Policy L5: Entertainment and the Arts
- Policy L6: Hotels and Guest Houses
- Policy L7: Retention of Hotel and Guest House Uses
- Policy L9: Camping and Caravan Accommodation

Recreation and Open Space

- Policy R1: Outdoor Sports Facilities
- Policy R2: Indoor Sports Facilities
- Policy R3: Swimming Pool Facilities
- Policy R4: Golf Courses
- Policy R5: Parks and Gardens
- Policy R6: Countryside Recreation
- Policy R7: Allotments

Community Services and Utilities

- Policy U1: Infrastructure Provision
- Policy U2: Pollution Control
- Policy U4: Southend Hospital
- Policy U6: Non-Residential Health Care Facilities
- Policy U7: Existing Education Facilities
- Policy U8: Provision of New Education Facilities
- Policy U9: Child-Minding Facilities
- Policy U10: Provision of Other Community Facilities

Transport and Parking

- Policy T1: Priorities

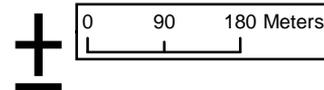
Southend-on-Sea Local Development Framework

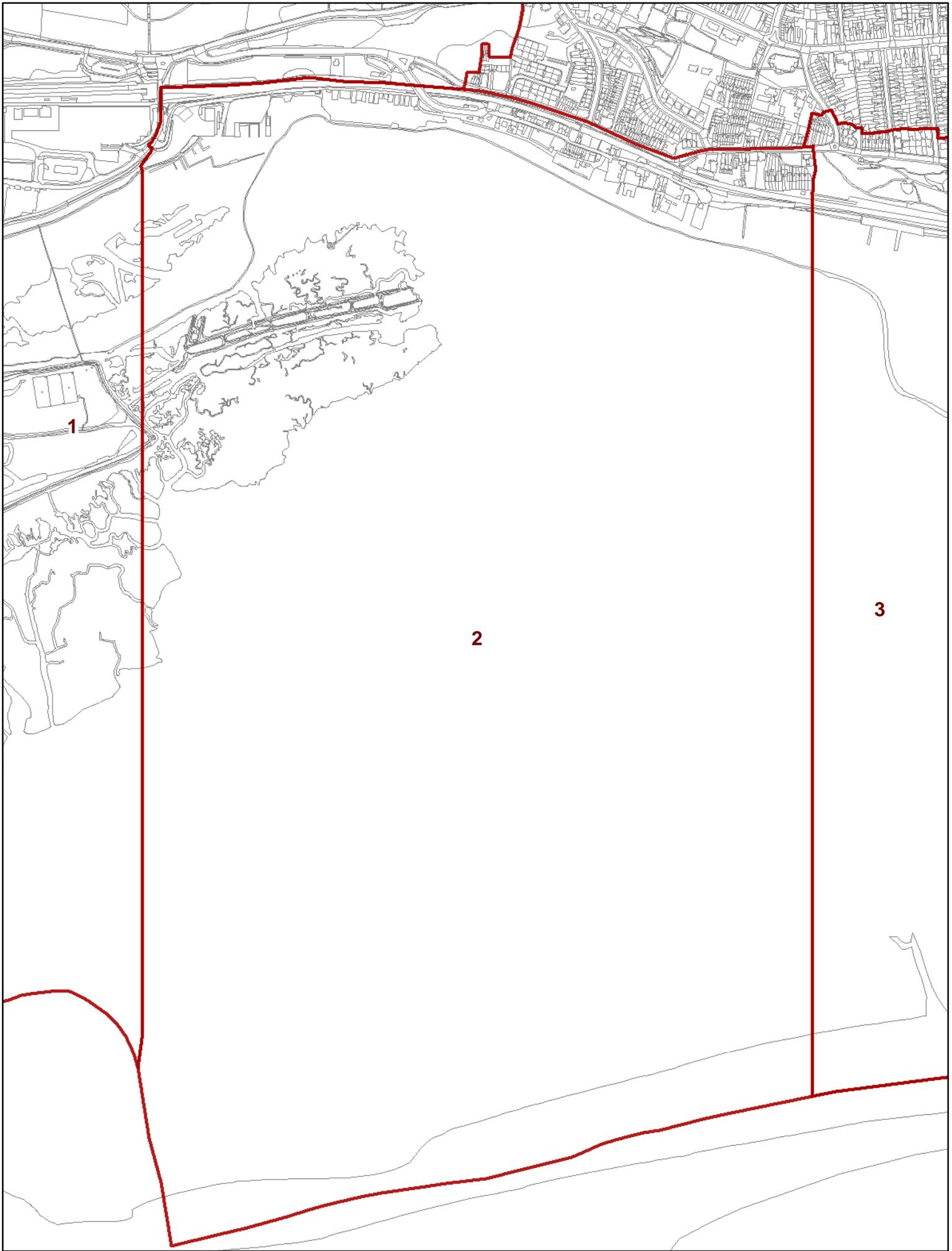
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Policy T3: A13 and Related Routes
Policy T6: A1159, Priory Crescent
Policy T7: Seafront Access
Policy T8: Traffic Management and Highway Safety
Policy T10: Town Centre Parking (On-Street)
Policy T11: Parking Standards
Policy T12: Servicing Facilities
Policy T13: Cycling and Walking
Policy T14: Public Transport
Policy T15: Interchange Facilities
Policy T16: Commuter Car Parking
Policy T17: Southend Airport

Appendix 6: Proposed Seafront Character Zone Boundaries



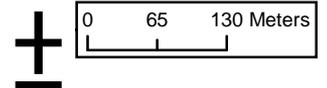
Seafront Character Zones: Suggested Option: Zone 1

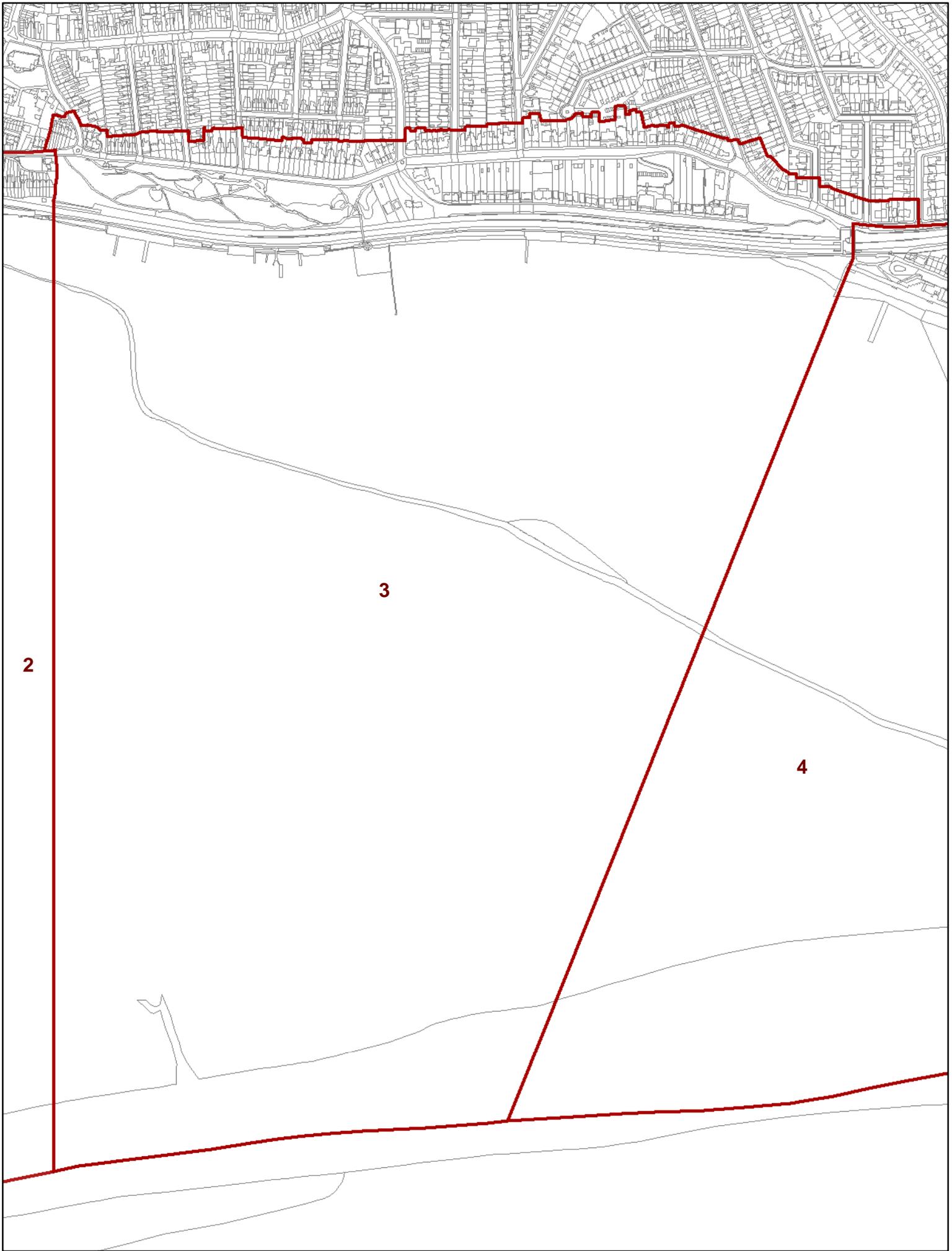




Seafront Character Zones: Suggested Option: Zone 2

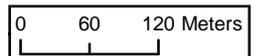
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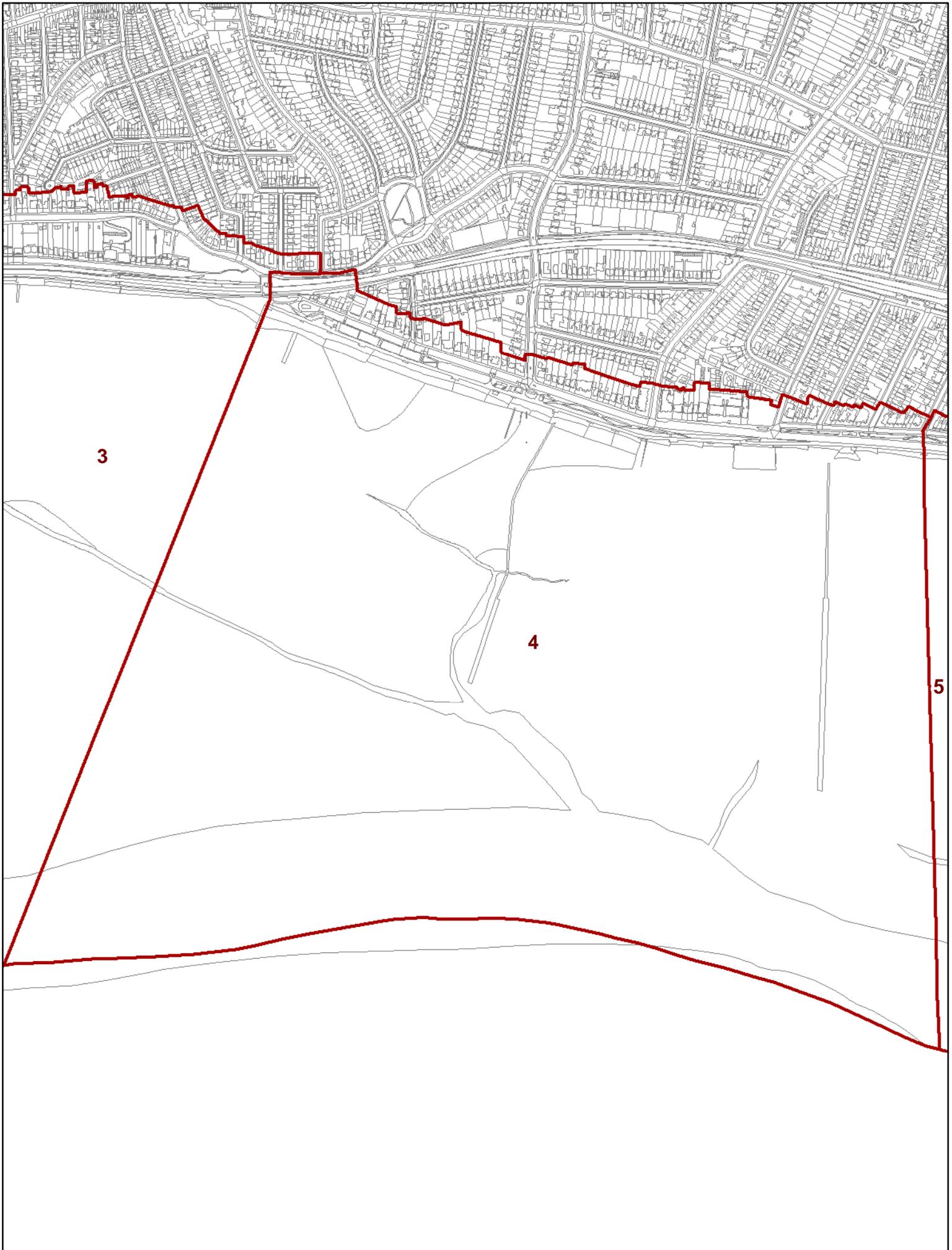




Seafront Character Zones: Suggested Option: Zone 3

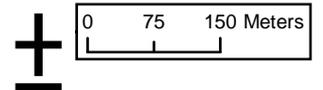
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Seafront Character Zones: Suggested Option: Zone 4

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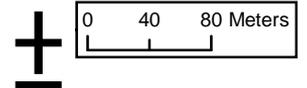


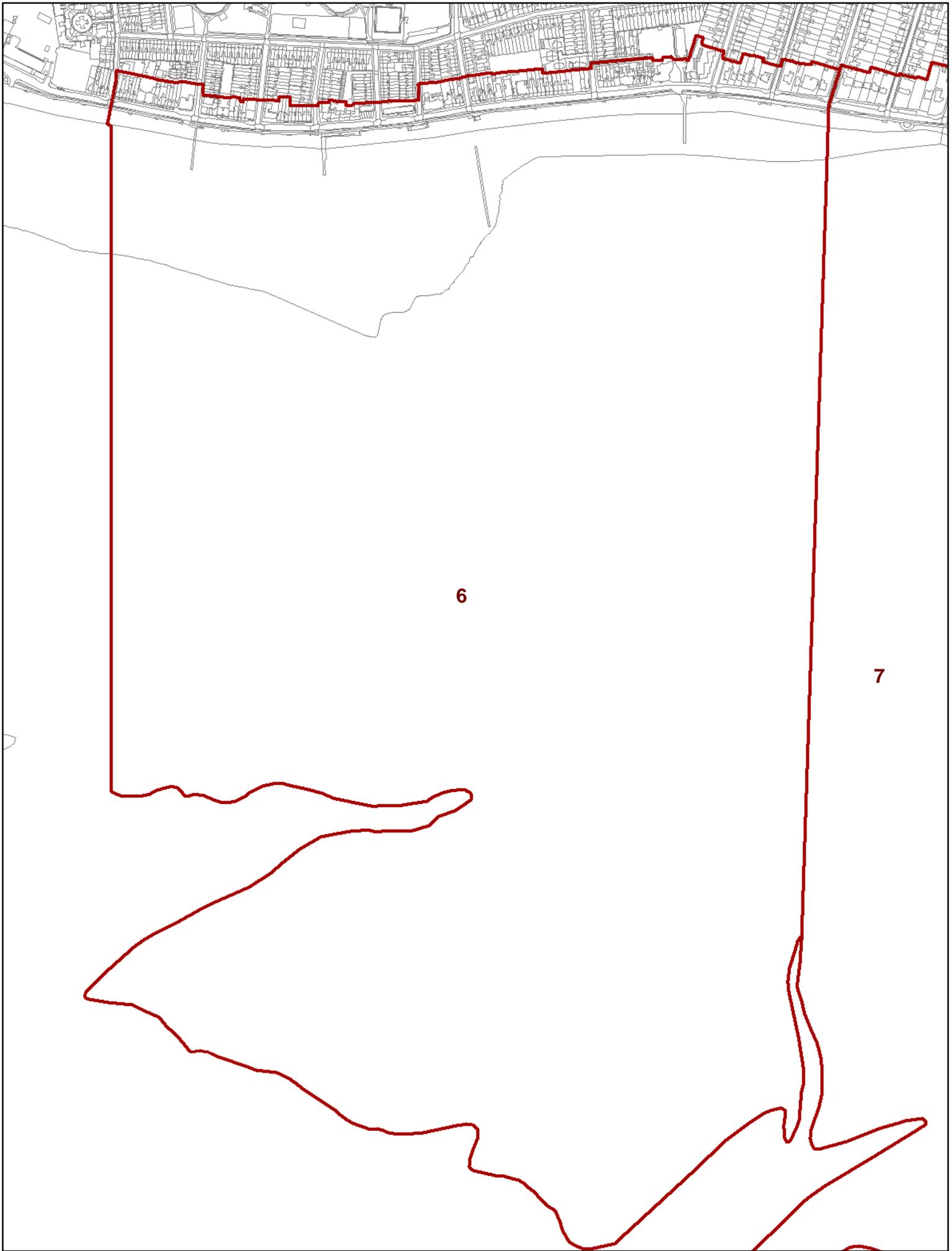
4

5

Seafront Character Zones: Suggested Option: Zone 5

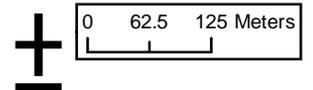
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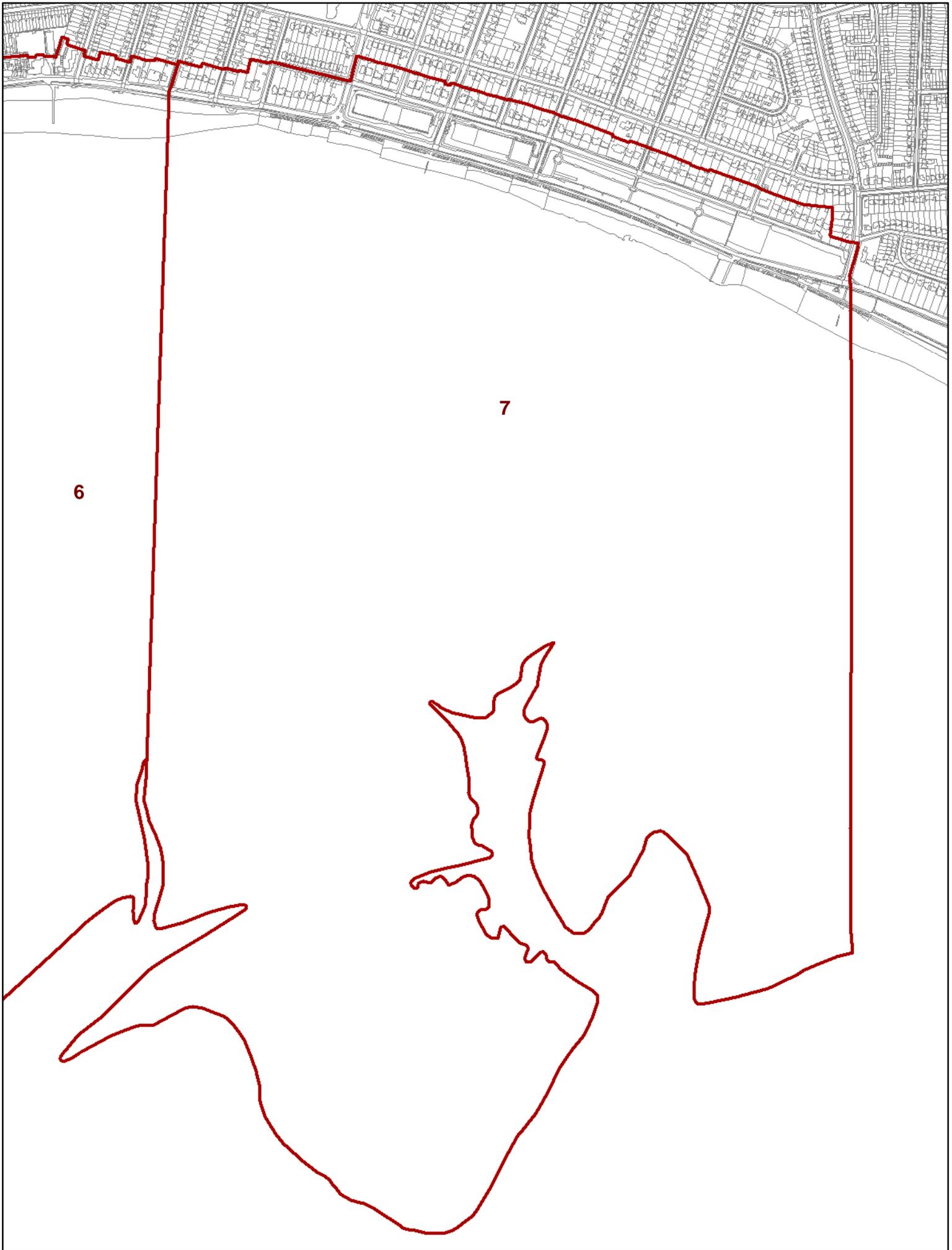




Seafront Character Zones: Suggested Option: Zone 6

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Seafront Character Zones: Suggested Option: Zone 7

