

TOPIC PAPER 5: COMMUNITY INFRASTRUCTURE

MARCH 2017

Southend Central Area Action Plan (SCAAP)

Topic Paper 5: Community Infrastructure

1. Introduction

- 1.1 The Southend Central Area Action Plan (SCAAP) Revised Proposed Submission Document (November 2016) provides detailed policies and proposals for shaping regeneration and sustainable growth in Southend Central Area to 2021. This is in accordance with the strategic framework contained in the adopted Southend on Sea Core Strategy (2007).
- 1.2 Core Strategy Policy CP6: Community Infrastructure, requires development proposals to mitigate their impact on community infrastructure by contributing appropriately to services and facilities that would be adversely affected. New development should demonstrate that it will not jeopardise the Borough's ability to improve the education attainment, health and well-being of local residents and visitors to Southend.
- 1.3 This will be achieved, inter alia, by: (1) providing for health and social care facilities and the improvement and expansion plans of Southend Hospital and other key health and social care agencies where these demonstrate clear net benefits of accessibility to services for the local community. Policy CP6 supports the establishment of Primary Care Centres in the Borough; by (2) supporting improvements to existing and the provision of new facilities to support the needs of education, skills and lifelong learning strategies, particularly by securing the physical infrastructure needed to maximise the impact of the Higher Education/University Campus in the Town Centre, the provision of academic and vocational education/training, and providing for an academy of educational/training skills in aviation at London Southend Airport; and by (3) safeguarding existing and providing for new leisure, cultural, recreation and community facilities, including (c) securing a landmark facility to exhibit finds associated with the 7th century Saxon King, (d) reinforcement of Southend Pier as an icon of the Thames Gateway, (e) cliff gardens land stabilisation.
- 1.4 A number of community infrastructure projects have been undertaken in the Core Strategy period, including, within Southend Central Area: North Road Primary Care Centre, Royal Pavilion on Southend Pier, and cliff stabilisation works. Planning permission has also been granted for a new museum in Southend Central Area.
- 1.5 The SCAAP takes forward the policy provisions from the Core Strategy, providing more detail in regard to the delivery of community infrastructure within Southend Central Area. The policies and proposals set out within the SCAAP have been developed in consultation with, and respond to, the needs of the local and wider community. The SCAAP will guide development and provide additional confidence

and certainty for private sector investors as well as assist public sector bodies and community and voluntary sectors, tasked with delivering necessary infrastructure to realise the Plan’s proposals.

- 1.6 The SCAAP seeks to deliver around 2,000 additional dwellings by 2021 and proposes a number of development opportunities with an indicative time frame for bringing these forward.
- 1.7 This Topic Paper details the likely community infrastructure needed to bring forward the Plan’s proposals. Community infrastructure in this context relates to: health, education, and social and community facilities.
- 1.8 As the SCAAP only covers the plan period to 2021, proposals for the medium (to 2026) and longer term (to 2036) will be pursued as part of the preparation of a new Borough-wide Local Plan which will, when adopted, cover the period to 2036.

2. Delivery

2.1 The SCAAP proposes 11 opportunity sites, see Table 1. These opportunity sites have been included in the Plan as they are considered to be deliverable, at least in part, by 2021, the end of the SCAAP’s plan period.

Table 1: SCAAP Opportunity Sites

Opportunity Site		Proposed Land Use (summary)	Indicative Residential Capacity		Indicative Phasing
			Gross	Net	
PA3.1	Elmer Square Phase 2	Cultural and learning & supporting uses, including cafes, commercial workspace and studios.	-	-	Delivered by 2021
PA4.1	‘Better Queensway’ Project	Residential, social & community uses, secondary town centre uses, including small retail, cafes.	1200	760	Half of site delivered by 2021
PA7.1	Tylers	Retail, residential, public parking, transport interchange.	150	150	Delivered by 2021
CS1.1	Southend Pier	Leisure & cultural uses, including cafes, restaurants, small shops	-	-	Delivered by 2021

CS1.2	Seaways	Leisure, tourism, restaurants, cinema, hotel, public parking	-	-	Delivered by 2021
CS1.3	Marine Plaza	Residential, leisure, restaurants, local shops	282	278	Delivered by 2021
CS1.4	New Southend Museum	Cultural, leisure, public parking, supporting café, restaurant and shops	-	-	Delivered by 2021
PA8.1	Victoria Avenue	Residential, office, convenience retail, leisure, cafes, community facilities, public parking	1000	1000	Planning permissions delivered by 2021 (662 gross/net)
PA8.2	Baxter Avenue	Residential	500	240	Half of site delivered by 2021
PA9.1	Sutton Road	Residential, community uses	214	214	Planning permissions delivered by 2021 (92 gross/net)
PA9.2	Guildford Road	Residential, convenience retail	50	50	Delivered by 2021

2.2 A key objective in pursuing the development of the opportunity sites is to ensure that any change of use to residential and other value-generating uses must provide a wider benefit for the local area, such as helping to deliver access, public realm, employment, educational, health and other community related improvements either indirectly or directly.

2.3 The implementation of the SCAAP policies will also occur not only through the delivery of the main proposal sites, but also through a variety of public realm improvements, town centre management and other infrastructure projects coming to fruition.

2.4 Table 2 sets out the Opportunity Sites and Policy Areas where specific opportunities have been identified for future provision of community infrastructure:

Table 2: Opportunity Sites / Policy Area identified for community infrastructure within the SCAAP

SCAAP Policy Area / Opportunity Site	Type of Community Infrastructure Identified / Policy Reference
Elmer Square Policy Area (PA3)	<ul style="list-style-type: none"> (PA3.1) Educational and supporting uses.

	<ul style="list-style-type: none"> • (OS PA3.1 / PA3.4.i) Educational and supporting uses.
Queensway Policy Area (PA4)	<ul style="list-style-type: none"> • (PA4.1) New social and community infrastructure (community centres, clubs, doctor and dental surgeries, nursery and childcare provision). • (OS PA4.1 / PA3.1.i) Supporting community uses.
Warrior Square Policy Area (PA5)	<ul style="list-style-type: none"> • (PA5.1.a) New community infrastructure such as doctors and dental surgeries
Central Seafront Policy Area (CS1)	<ul style="list-style-type: none"> • (CS1.1.a) arts, culture, entertainment, tourism, leisure and recreational facilities. • (CS1.4.i / OS CS1.1) Southend Pier promoted for cultural and leisure uses. • (CS1.4.ii / OS CS1.2) Seaways promoted for leisure, cultural and tourism attractions. • (CS1.4.iv / OS CS1.4) New Southend Museum promoted for new Southend Museum.
Victoria Gateway Neighbourhood Policy Area (PA8)	<ul style="list-style-type: none"> • (PA8.1.c) Additional education facilities based on an assessment of expansion needs. • (PA8.1.f) New social and community infrastructure, such as doctor and dental surgeries, nurseries and community hubs. • (PA8.1.g) Enhanced cultural facilities to complement the Beecroft, Central Museum and former Water Board Site. • (OS PA8.1 / PA8.4.i.a) Mixed use development including community facilities to ground floors.
Sutton Gateway Neighbourhood Policy Area (PA9)	<ul style="list-style-type: none"> • (PA9.1.c) Additional education facilities based on an assessment of expansion needs. • (OS PA9.1 / PA9.3.i) Community facilities in association with high quality housing development.

2.5 The Council adopted its Community Infrastructure Levy (CIL) charging schedule in 2015. The proceeds from CIL can be spent on providing infrastructure to support the development within Southend, priorities for which are set out in the Council's CIL Regulation 123 list. This is supported by the Infrastructure Delivery Plan (IDP)¹ (2014), which sets out the infrastructure required, how it will be provided, who will provide it, how it will be funded and potential timeframes. The IDP is a supporting document for the Core Strategy and covers the

¹ http://www.southend.gov.uk/download/downloads/id/3255/southend_idp_-_september_2014.pdf

remaining plan period to 2021, and therefore covers the SCAAP growth targets. Other mechanisms for requiring and encouraging infrastructure delivery include adopted planning policy, planning conditions, S106 agreements and planning contributions.

- 2.6 In terms of community infrastructure, the IDP includes consideration of schools and other educational facilities, health and social wellbeing, and social and community facilities. The needs identified for each of these elements of community infrastructure, based on the growth targets set by the Core Strategy, are reviewed below in the context of the Southend Central Area Action Plan.

Education

- 2.7 The SCAAP makes provision for 2,157 net additional dwellings by 2021 (1,732 within Opportunity Sites and 425 outside of the Opportunity Sites). 1,465 of these dwellings already have planning permission and therefore have been built into forecasts by the Council's education department when considering the demand generated by residential developments for schools places². There are 692 net additional dwellings in Southend Central Area, as identified within the SCAAP, that are however not currently committed. These 2,157 net additional dwellings will generate a demand for schools places at primary and secondary level. Those committed (i.e. 1,465 dwellings with planning permission) have already been factored into the Council's Education Department's calculator for additional school places. However, regarding the 692 dwellings, there is no further detail on the size of these developments at this stage, and the Council's Education Department can apply a general calculation and have identified a potential 'pupil product' of approximately 103 additional primary places and 80 additional secondary places.
- 2.8 The SCAAP, through Policy PA3.1.a, promotes educational and supporting uses in the Elmer Square Policy Area, and though policies PA3.4.i, PA8.1.c and PA9.1.c recognises the potential demand for additional educational facilities, based on an assessment of expansion needs, when and where appropriate development opportunities arise within the gateway neighbourhoods.
- 2.9 Consideration was given to the demand for schools places generated by residential development in the town in the Southend Infrastructure Delivery Plan (IDP), which recognises that proposed housing development will increase demand on places and that additional capacity will be required to accommodate this growth. The IDP reports that forecasts in 2010 showed an insufficient supply of primary school places

² In regard to primary, secondary and sixth form education, need is driven by the annual birth rate, current school population, movement into and out of the Borough by residential movement, housing developments and cross border travel from to Essex to attend schools. Forecasts for both primary and secondary school places are revisited annually by the Council's Education Department, and are taken forward 5 years for primary and 10 years for secondary, with planned housing developments with known completion dates being included in the forecasts.

and a need from September 2016 onwards to increase primary school places. However, recent discussions with Southend Borough Council's Education Department has outlined that a recent expansion programme of existing primary schools, creating an additional 300 spaces, has provided capacity within the SCAAP plan period to accommodate growth and that this continues to be monitored, with demand from the 692 additional dwellings expected to be accommodated through further expansion. Map 1 identifies the catchment of primary schools within Southend. The Southend Central Area is within the catchment of 8 of these schools³. Beyond the plan period of the SCAAP, post 2021, the delivery of additional residential development and associated demand for schools places may necessitate demand for an additional school(s), and this will be taken forward through the new Southend Local Plan, which will include a Call for Sites.

2.10 Map 2 identifies the catchment of secondary schools within Southend. The Southend Central Area is within the catchment of 5 secondary schools⁴. Of these schools, only Futures College has notable spare capacity. Secondary school place demand is reported by Southend Borough Council's Education Department to be increasing however, and the need for an additional secondary school in the Borough has been identified.

2.11 The Council's School Places Working Party has recently commissioned a site search of the Borough to identify an appropriate site for a new secondary school. This work is at an early stage.

2.12 In terms of early years provision, it is reported that there have historically been sufficient overall childcare and funded places in Southend, however additional larger housing developments will increase demand on places. Among the most deprived wards in the Borough, Victoria, Milton, Kursaal and Prittlewell are located within Southend Central Area, and an increase in the requirement for two-year old funded places is identified as putting pressure on places across early years' provision. However, it is not possible to be precise on what impact growth will be or when it will be required – this will likely be dependent on the size of development, mix of housing, location and expected date of occupation and this could be taken forward as part of the monitoring process and through the production of the new local plan.

2.13 The IDP sets out additional infrastructure requirements estimated to be needed based on the proposed growth and an assessment of current capacity. Table 3 provides an updated review of these needs identified for the Central Area:

³ Barons Court (Primary), Milton Hall (Primary), St Helens (Catholic Primary), St Mary's (Church of England Primary), Westborough (Primary, Academy), Bournemouth Park (Primary), Porters Grange (Primary, Academy), and Sacred Heart (Catholic Primary).

⁴ St Bernard's for Girls (Academy), Chase (Academy), Southend High for Boys (Academy), Southend High for Girls (Academy), Futures College.

Table 3: Education Infrastructure as identified in the IDP

Identified Need in IDP (2014)	Review (2017)
Town centre development in the vicinity of Victoria Avenue/Woodgrange Drive/Queensway House/ Coleman Street will jointly necessitate the need for either a new two-form entry school or two separate one-form entry schools.	At present, an expansion of primary schools within Southend Central Area is underway and offers potential to accommodate growth, and as such a new primary school has not been required to accommodate growth within the SCAAP plan period. Demand is monitored by the Council's education department and for primary school places, it is anticipated that growth within the Central Area in the plan period, as set out in the SCAAP, can be accommodated through expansion.
The regeneration of brownfield sites within the central-north-south corridor of the town (other than Victoria Avenue) will lead to the need to increase available primary spaces. This will most likely be achieved through expansion of an existing school (Prince Avenue Primary).	A programme of expansion to primary schools within Southend Central Area has been undertaken, and has created 300 additional places, accommodating growth within the plan period.
Only 3 secondary schools have the land capacity to expand, one in the east/central area and two in the west. Some expansion is likely to be needed from 2017 onwards.	The decision was taken in February 2017 by the Council's School Places Working Party to commission a Borough-wide site search to identify a site for a new secondary school.

Health

- 2.14 The SCAAP seeks to bring forward the delivery of the remaining proportion of planned regeneration and growth in the Central Area in order to meet Core Strategy targets to 2021. As aforementioned, the Core Strategy (Policy CP6) supports the establishment of Primary Care Centres in the Borough, and within the SCAAP area. The North Road Primary Care Centre has now been built.
- 2.15 The IDP identifies infrastructure requirements for health based on supporting evidence provided by NHS Property Services (Essex), arising from planned growth within Southend, identifying additional (developer funded) healthcare provision, principally focussed on GP related medical services and supporting community health services.

2.16 The SCAAP draws reference to the IDP in Section 4.12, highlighting the identified need for new and enhanced GP floorspace provision in the Central Area. This is taken forward in the Queensway (Policy PA4), Warrior Square (Policy PA5) and Victoria Gateway Neighbourhood (Policy PA8) Policy Areas, which promote the provision of community infrastructure, including health facilities.

2.17 A review of the IDP has identified a total of 9 (of the 43 included in the IDP) GP surgeries⁵ where this is required in Southend Central Area. The Southend IDP highlights the need for increased primary healthcare capacity to address both existing shortfalls in provision and the new growth that is identified within the IDP.

2.18 Capacity building measures could include new and enhanced GP floorspace achieved through extension, reconfiguration, refurbishment and re-equipping of the existing GP practices to meet Department of Health standards. The SCAAP, together with the Core Strategy, seeks to facilitate this through Policy CP6, and via the development principles set out for Policy Areas PA4, PA5 and PA8.

Social and Community Facilities

2.19 Within Southend Central Area, the IDP identifies provision for a new museum on Western Esplanade. This is linked to the SCAAP, which promotes the development of the New Southend Museum (Opportunity Site CS1.4) through Policy CS1: Central Seafront Policy Area Development Principles. This is also promoted through the Core Strategy Policy CP6 (CP6.3.c) which seeks to safeguard existing and provide for new leisure, cultural, recreation and community facilities, including a 'landmark facility to exhibit finds associated with the 7th Century Saxon King'. Planning permission was granted for the development of the new museum in 2012⁶ and Phase 1 has been completed.

2.20 Reinforcing Southend Pier's as an icon of the Thames Gateway is an ambition of the Core Strategy (Policy CP6). SCAAP Policy CS1 promotes Southend Pier (OS CS1.1) for sensitive redevelopment to provide a mix of cultural and leisure uses. The recent completion of The Royal Pavilion on Southend Pier, provides cultural facilities at the seaward end of the Pier, and works have been undertaken to improve the entrance to the Pier. Continued investment in the Pier to provide for essential maintenance and improvements are planned.

⁵ Carnarvon Medical Centre, 7 Carnarvon Road, Drs Vashisht & Redman, 61 Warrior Square, The Practice, 32 Northumberland Avenue, The Practice, Luker Road, University of Essex, Southend Medical Centre, 50-52 London Road, Queensway Medical Resource Centre, 75 Queensway, George VK & Partner, 1st floor North Road Primary Care Centre, New Westborough Surgery, North Road Primary Care Centre, West Road Surgery, North Road Primary Care Centre.

⁶ Planning Reference SOS/12/00317/BC3M, approved 18th July 2012

- 2.21 SCAAP Policy CS1 also promoted Opportunity Site CS1.2: Seaways for mixed use development, including the provision of leisure, cultural and tourism attractions, which may include: restaurants, cinema, gallery, hotel, public and private open spaces. This would be pursued by the Council with private sector partners as the site comes forward for development.
- 2.22 In the Victoria Gateway Neighbourhood the provision of community facilities are promoted in Opportunity Site PA8.1. Similar provision is made in the Sutton Gateway Neighbourhood (Policy PA9.3.i) and Queensway Policy Area (PA4). Through Southend's City Deal, funding was made available to establish a growth hub to support businesses. The Hive has opened on Victoria Avenue, within the Victoria Gateway Neighbourhood within the former library building, providing a flexible workspace for small businesses and entrepreneurs.

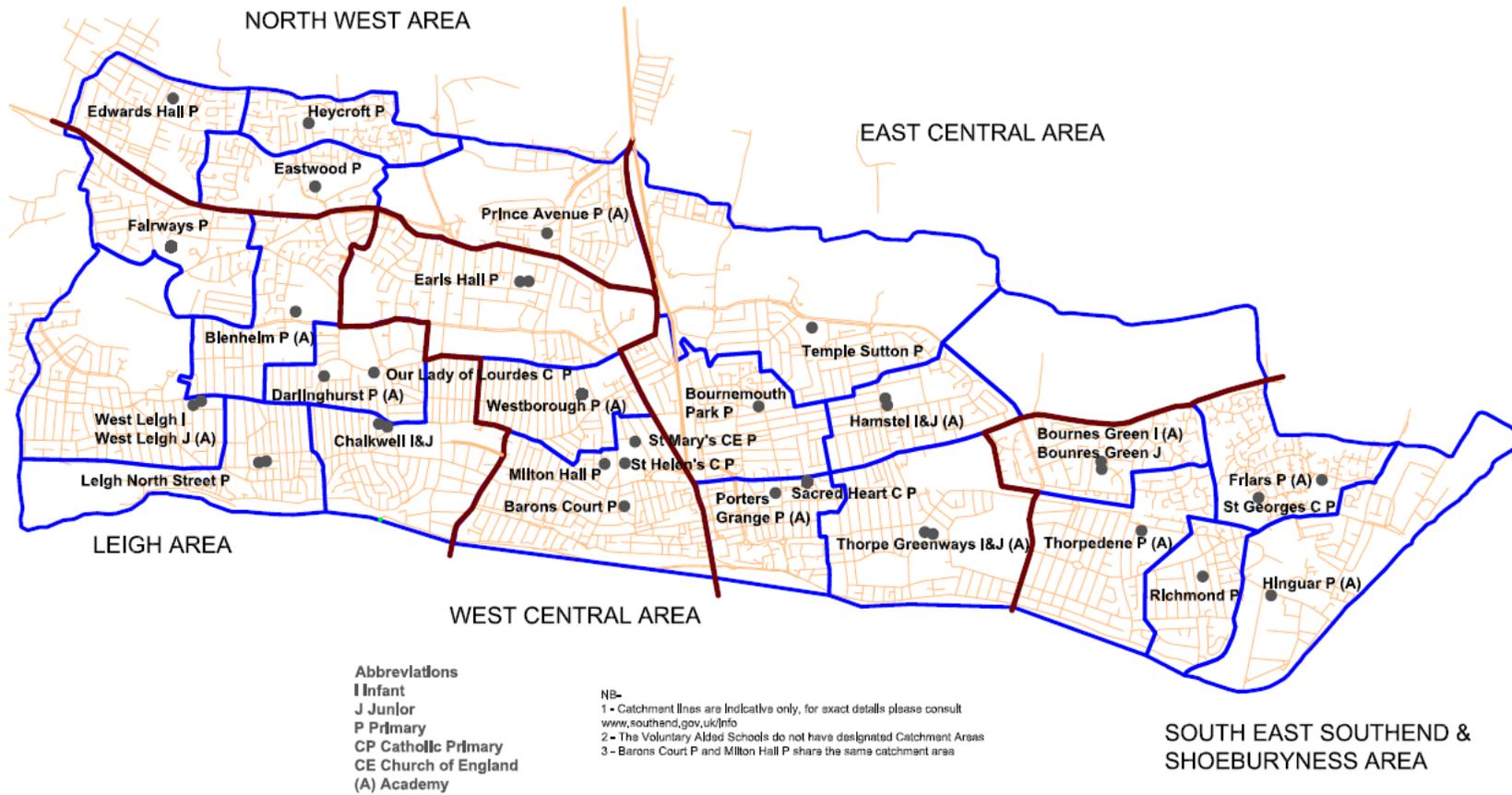
3. Conclusion and Summary

- 3.1 The SCAAP seeks to increase the number of people living within Southend Central Area. This isn't just about building more homes, but also about ensuring that these homes, and the people who live in them, are supported by infrastructure. This topic paper has provided a review of the social and community infrastructure that will support residents in Southend Central Area, contributing to reducing inequalities in health and wellbeing and providing support to all ages to lead independent lives and live healthy lifestyles.
- 3.2 Provisions in the SCAAP seek to provide for mixed use developments in a highly sustainable areas of Southend, which promote community infrastructure that are safe and accessible, including pedestrian and cycle routes, public spaces and a quality public realm.
- 3.3 The SCAAP has been produced in accordance with the strategic framework of the adopted Southend Core Strategy, and is considered to be an important catalyst and driver for delivering the remaining proportion of planned regeneration and growth within Southend Central Area to meet, or exceed, Core Strategy targets to 2021.
- 3.4 The Council's IDP sets out the infrastructure required in the Borough and is a supporting document for the Core Strategy, covering the remaining plan period to 2021. It includes consideration of schools, health and social and community facilities.
- 3.5 For education, a demand for additional primary and secondary school places will be generated by residential development in the town. A programme of expansion has been undertaken in primary schools, creating 300 additional schools places, and this programme of expansion of existing schools is anticipated to address growth in the central area within the plan period. A need for an additional secondary school in the Borough has been identified and a site search has been commissioned to identify a suitable site, to be taken forward by the new Southend Local Plan.

- 3.6 For health, the Core Strategy (Policy CP6) has made provision for health and social facilities to be provided, and there have been a number of recent developments in the Borough including a new Primary Care Trust facility within the central area at North Road. The SCAAP promotes three policy areas (PA4 Queensway, PA5 Warrior Square, and PA8 Victoria Gateway) for the provision of community facilities including health infrastructure, although this does not preclude such development being brought forward elsewhere in the Central Area, and Core Strategy Policy CP6 makes provision for health and social care facilities.
- 3.7 In terms of social and community infrastructure, the SCAAP makes provision for development through a number of the policy areas, including Opportunity Site CS1.4 which makes provision for the development of a new Southend Museum, which has received planning permission, and will contribute to the diversification of the arts, culture, leisure and tourism offer in Southend Central Area.
- 3.8 As has been demonstrated within this paper, support is given to the provision of community infrastructure through the Core Strategy and within relevant SCAAP policies. There has been a number of relevant developments to date that have enhanced community infrastructure provision within the central area, including additional primary schools places generated through a programme of expansion, a new primary care trust, and a new cultural centre on Southend Pier. Planning permission has also been granted for a new Museum.

Map 1 – Primary School Catchment Areas

SOUTHEND ON SEA BOROUGH COUNCIL Maps showing all Community Primary Schools with Catchment Areas and the Primary Voluntary Aided Faith Schools



Map 2 – Secondary School Catchment Areas

Southend on Sea Borough Council Map showing all secondary schools with non-selective catchment areas

