



# Southend Central Area Action Plan January 2018



*local planning framework  
delivering regeneration and growth*





# Contents

---

## Part A The Plan and its Context

<b>1. Introduction</b>	<b>4</b>
1.1 Strategic Planning Context	4
1.2 Local Plan Preparation and other Planning Policy & Guidance for Southend	6
1.3 The Purpose of this Document	9
1.4 Relationship Between Policies	9
1.5 Supporting Documents	9
<b>2. Vision and Objectives for the Southend Central Area</b>	<b>11</b>

## Part B Development Strategy

<b>3. Central Area Strategy and Criteria Based Policies</b>	<b>13</b>
3.1 Central Area Strategy	13
<b>4. Criteria Based Policies</b>	<b>15</b>
4.1 Introduction	15
4.2 Retail	15
Policy DS1: A Prosperous Retail Centre	19
4.3 Employment	22
4.4 Housing	23
4.5 Tourism, Culture, Leisure and recreational facilities	25
4.6 The Historic Environment	27
4.7 Open and Green Spaces	28
4.8 Key Views	29
Policy DS2: Key Views	30
4.9 Landmarks and Landmark Buildings	30
Policy DS3: Landmarks and Landmark Buildings	32
4.10 Flood Risk Management and Sustainable Drainage	34
Policy DS4: Flood Risk Management and Sustainable Drainage	37
4.11 Transport, Access and Public Realm	38
Policy DS5: Transport, Access and Public Realm	44
4.12 Infrastructure Provision	49

## Part C Policy Areas and Opportunity Sites

<b>5. Policy Areas and Site Allocations</b>	<b>52</b>
5.1 Introduction	52
5.2 High Street Policy Area	55
Policy PA1: High Street Policy Area Development Principles	56
5.3 London Road Policy Area	57
Policy PA2: London Road Policy Area Development Principle	58
5.4 Elmer Square Policy Area	59
Opportunity Site (PA3.1): Elmer Square Phase 2	59
Policy PA3: Elmer Square Policy Area Development Principles	60
5.5 Queensway Policy Area	61

	Opportunity Site (PA4.1): 'Better Queensway' Project	62
	Policy PA4: Queensway Policy Area Development Principles	63
5.6	Warrior Square Policy Area	65
	Policy PA5: Warrior Square Policy Area Development Principles	66
5.7	Cliffdown Policy Area	67
	Policy PA6: Cliffdown Policy Area Development Principles	68
5.8	Tylers Policy Area	69
	Policy PA7: Tylers Policy Area Development Principles	71
	Opportunity Site (PA7.1): Tylers Avenue	71
5.9	The Central Seafront Policy Area	73
	Policy CS1: Central Seafront Policy Area Development Principles	76
	Opportunity Site (CS1.1): Southend Pier	77
	Opportunity Site (CS1.2): Seaways	77
	Opportunity Site (CS1.3): Marine Plaza	78
	Opportunity Site (CS1.4): New Southend Museum	78
	Policy CS2: Nature Conservation and Biodiversity	81
	Policy CS3: The Waterfront	82
5.10	Victoria Gateway Neighbourhood Policy Area	84
	Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles	86
	Opportunity Site (PA8.1): Victoria Avenue	87
	Opportunity Site (PA8.2): Baxter Avenue	88
5.11	Sutton Gateway Neighbourhood Policy Area	89
	Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles	91
	Opportunity Site (PA9.1): Sutton Road	91
	Opportunity Site (PA9.2): Guildford Road	91

## Part D Implementation and Monitoring Framework

<b>6. Delivery of the SCAAP</b>	<b>93</b>
6.1 Introduction	93
6.2 Delivery	93
6.3 Implementation	95

### Policies

DS1: A Prosperous Retail Centre	19
DS2: Key Views	30
DS3: Landmark and Landmark Buildings	33
DS4: Flood Risk Management and Sustainable Drainage	37
DS5: Transport, Access and Public Realm	44
PA1: High Street Policy Area Development Principles	56
PA2: London Road Policy Area Development Principles	58
PA3: Elmer Square Policy Area Development Principles	60
PA4: Queensway Policy Area Development Principles	63
PA5: Warrior Square Policy Area Development Principles	66
PA6: Cliffdown Policy Area Development Principles	68
PA7: Tylers Policy Area Development Principles	71
CS1: Central Seafront Policy Area Development Principles	76

CS2: Nature Conservation and Biodiversity	81
CS3: The Waterfront	82
PA8: Victoria Gateway Neighbourhood Policy Area Development Principles	86
PA9: Sutton Gateway Neighbourhood Policy Area Development Principles	91

## Maps

Map 1 Strategic Context	5
Map 2 SCAAP Boundary and Policy Areas	14
Map 3 SCAAP Town Centre Primary Shopping Areas	21
Map 4 Central Area South - Key Visitor Car Parks	42
Map 5 SCAAP Car Parking, Access and Public Realm	47
Map 6 SCAAP Public Transport	48
Map 7 SCAAP Policy Areas and Opportunity Sites	54

## Tables and Figures

Table 1 The Scale of New Residential Development to be delivered by 2021	24
Table 2 Existing Landmarks and Landmark Buildings	31
Table 3 Potential Locations for New Landmarks	31
Table 4 Existing and Potential Landmarks and Landmark Buildings by Policy Area	33
Table 5 Key Visitor Car Parks to the south of the Central Area within the area identified by Map 4	43
Table 6 Opportunity Sites	53
Table 7 Development Sites within the SCAAP Policy Areas	94
Table 8 Indicative Scale of Development (Gross) within Opportunity Sites (2016-2021)	94

## Appendices

Appendix 1 Southend Core Strategy Policies	
Appendix 2 Glossary of Abbreviations	
Appendix 3 Schedule of Existing Landmarks and Landmark Buildings	
Appendix 4 Flood Risk Management Technical Information and Definitions	
Appendix 5 Transport, Access and Public Realm Strategy	
Appendix 6 Dwelling Figures for the Central Area - relationship with Core Strategy Requirements	
Appendix 7 Replaced Saved Planning Policies	
Appendix 8 Marketing Evidence	
Appendix 9 Publicly available paid for parking in Central Area South (area as defined in Map 4)	



## Part A: The Plan and its Context

### 1. Introduction

---

#### 1.1 Strategic Planning Context

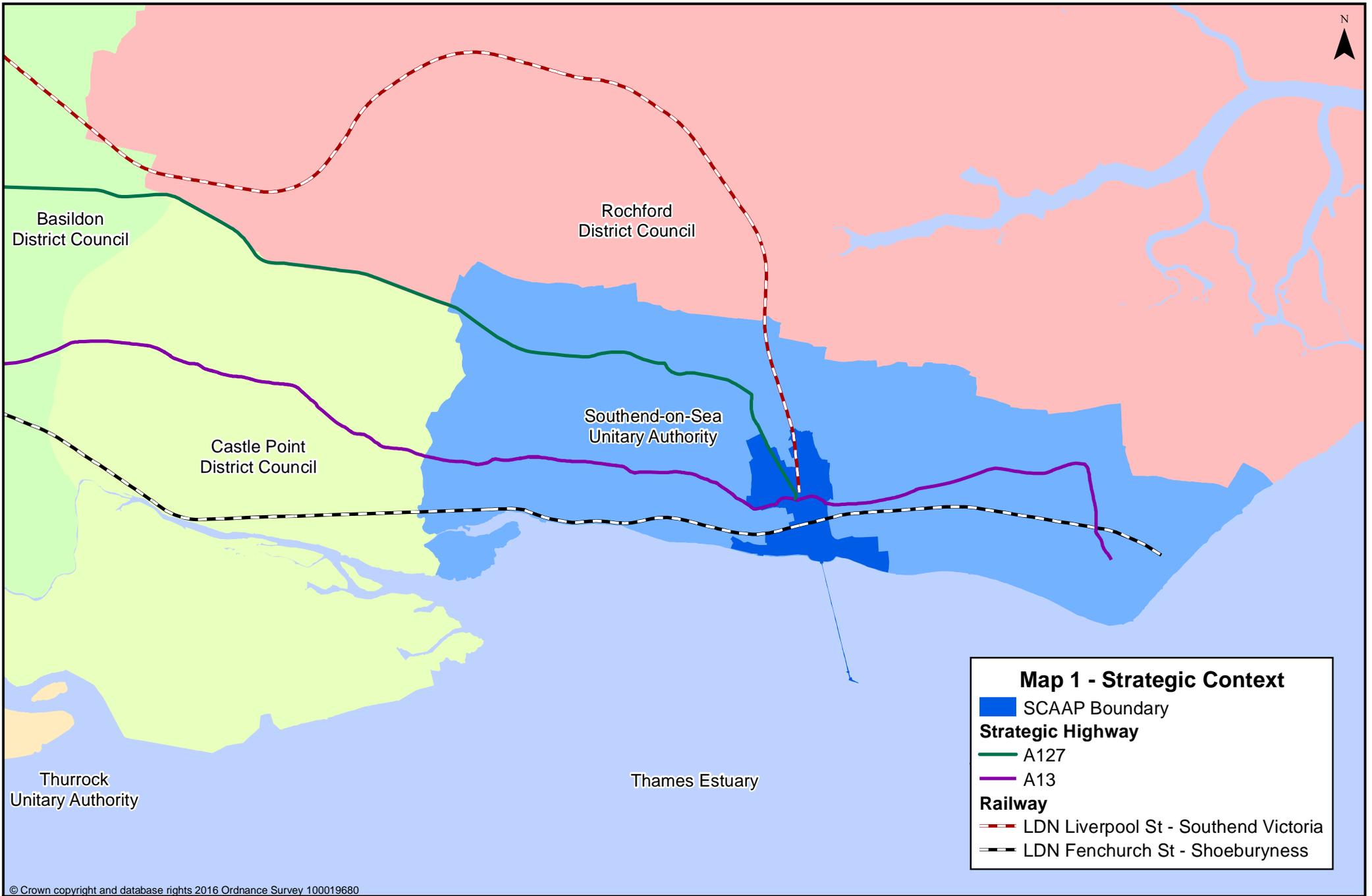
- 1 The Southend Central Area Action Plan (SCAAP), when adopted, will form part of the Southend-on-Sea (hereafter referred to as 'Southend') Local Planning Framework.
- 2 The location and context of Southend Central Area is depicted on **Map 1: Strategic Context**. A more detailed boundary of the Southend Central Area is set out on **Map 2: SCAAP Boundary and Policy Areas** and on the accompanying **Policies Map**.
- 3 The SCAAP reflects the vision, strategic objectives and spatial strategy of the Southend Core Strategy (2007). The Core Strategy is a strategic level document that provides the framework for subsequent DPDs, including the SCAAP. **Appendix 1** provides a broad overview of the Core Strategy policies.
- 4 The Core Strategy establishes housing and job growth targets for the SCAAP area, over a plan period of 2001- 2021, as follows:
  - 2,474 additional dwellings<sup>1</sup>
  - 7,250 additional jobs<sup>2</sup>
- 5 Between 2001 and 2016, 1,087 dwellings have been built within the Southend Central Area. Employment data<sup>3</sup> for the entire Borough suggests that job numbers have declined over the plan period. However, more recently, since 2010, job numbers have increased and efforts to boost job creation is underway.
- 6 Building on this more recent resurgence and growth, the SCAAP is considered to be an important catalyst and driver for inward investment and for the delivery of the remaining proportion of planned regeneration and growth in the Southend Central Area to meet or exceed Core Strategy targets up to 2021.

---

<sup>1</sup> Core Strategy CP8: Town Centre (2,000), plus Seafront (550), minus SHLAA sites identified in the rest of the seafront outside the SCAAP area (76) = 2,474

<sup>2</sup> Core Strategy CP1: Town Centre (6,500), plus Seafront (750) = 7,250

<sup>3</sup> Southend Annual Monitoring Reports



## 1.2 Local Plan preparation and other planning policy and guidance for Southend

- 7 It is also acknowledged that further work has been jointly undertaken to establish an objectively assessed need<sup>4</sup>, in terms of jobs and housing, for Southend and surrounding housing market area. This will be a key evidence document in the preparation of the Southend Local Plan, which will set out new long term growth targets replacing those of the adopted Southend Core Strategy, including a review of unimplemented development sites within the SCAAP area.
- 8 The Borough Council adopted the Development Management Document (DMD) in July 2015. The DMD sets out policies for positively managing development in Southend and will be used to assess and determine planning applications within the SCAAP area as well as throughout the Borough.
- 9 The Council's adopted Community Infrastructure Levy (CIL) charging schedule sets out where the levy may be payable, where exemptions apply, together with the CIL rates for development types and charging areas, including Southend Central Area. The proceeds can be spent on providing infrastructure to support the development within that authority's area.
- 10 The Borough Council has also adopted the following Supplementary Planning Documents (SPDs) which provide further guidance and advice:
  - **Design and Townscape Guide SPD** (adopted 2009). This document provides clear contextual development and design guidance and should be referenced within all development proposals;
  - **Planning Obligations Guide SPD** (revised 2015). This document provides guidance in relation to potential planning obligations or developer contributions in relation to development. The document also includes procedural information and contact details to assist in the negotiation of legal agreements.
  - **Streetscape Manual SPD** (revised 2015). This document provides guidance to ensure a coordinated, high quality streetscape is sustainably achieved within the Borough.

### South East Local Enterprise Partnership (SELEP)

- 11 Southend, together with the areas of Essex, Thurrock, Kent, Medway and East Sussex, form part of the South East Local Enterprise Partnership (SELEP). The SELEP partnership has enabled the Council to secure a range of measures to support regeneration and growth within the Borough, including a City Deal which will link together a series of interventions including a newly formed business support facility and incubator space to aid business development, support for the regeneration of Victoria Avenue, and initial funding through the Growth Deal for the SCAAP area which will help to facilitate public realm enhancements.
- 12 The Council will continue to work with SELEP to generate public and private investment and support housing and jobs growth within Southend, with a particular focus on Southend

---

<sup>4</sup> Strategic Housing Market Assessment covering Basildon, Castle Point, Rochford, Southend-on-Sea and Thurrock authorities.

Central Area.

- 13 South Essex Growth Partnership is driven by the private sector with support from the public sector and is part of the SELEP. The partnership seeks to draw upon the areas key assets to help unlock the growth potential of South Essex. The South Essex authorities work collaboratively to ensure the area achieves regeneration, economic growth, new infrastructure and skills for the population.

#### Southend Business Improvement District (BID)

- 14 A Business Improvement District (BID) was established in Southend town centre and the seafront and began trading as the Southend BID Ltd in April 2013. This has helped to unlock £2.7m of investment for the town centre and seafront. The BID has introduced a number of measures to enhance the experience of visitors to the town, including the introduction of street wardens and planters to enliven the High Street experience.

#### Sustainable Development

- 15 The Council's Low Carbon Energy and Sustainability Strategy 2015-2020 focuses on delivering low carbon growth, improving energy efficiency and providing a more sustainable future for residents, communities and businesses, with the aim of establishing Southend as Low Carbon City.

#### Southend Central Area Action Plan DPD

### Context and Issues for the Southend Central Area

- a. **Housing** – the core town centre has relatively fewer residential dwellings when compared to the rest of the Borough, where residential development dominates. The result of this is a relatively small town centre population, and lower levels of activity, particularly footfall in the evening, once shops and businesses have closed.
- b. **Offices** – Southend Central Area is characterised by concentrations of large, out- dated and often redundant office development, which has been identified for mixed-use redevelopment in this Plan. Modern, fit-for-purpose, smaller-scale, flexible high-quality office accommodation, which better reflects demand, is therefore needed to support economic growth objectives.
- c. **Retail** – there has been limited investment in new retail development in recent years and there is a need for the town centre to diversify its offer, whilst maintaining its retail function, to ensure it remains attractive and competitive as high streets adapt to the market.
- d. **Education** – the higher and further educational offer of Southend has significantly improved in recent years, including a number of successful developments within Southend Central Area. There is also a need to ensure that any increase in the local population is accommodated in terms of school places.
- e. **Tourism, Culture, Leisure and Recreation** – Southend has a vibrant offer in terms of leisure, tourism and cultural facilities, enhanced in recent years by a number of successful new developments in the town centre and central seafront area. However, there is opportunity to further maximise Southend's potential as a visitor destination and resort,

particularly in terms of the evening economy and through encouraging overnight and longer stays by building on the resort's success as a day visitor destination, and by creating a positive experience of the central area for visitors.

- f. **Central Seafront Area** – the central seafront is a valuable asset to the town, offering a destination resort for tourism, culture, leisure and recreation as well as plentiful natural resources. However, connections between it and parts of the town centre are disjointed and opportunities for 'linked trips' are not maximised. With European and international environmental designations, it offers a unique form of open space, the biodiversity interests of which need to be sensitively balanced with regeneration and growth. The provision, and enhancement, of open and green spaces in Southend Central Area will be of benefit in terms of relieving pressure on these designations.
- g. **Transport, Access and Public Realm** – the car continues to dominate parts of Southend Central Area and the highway severs links between gateway neighbourhoods and the town centre. With a low rate of car ownership in the Southend Central Area there is a need to build on the success of recent public realm and access improvement schemes to secure a more pleasant and accessible environment, encouraging more sustainable modes of transport including public transport, walking and cycling around the Central Area and beyond, whilst acknowledging the role the car plays in this balance.

The Central Area car parks play a vital role in sustaining the economic viability of the areas retail and tourism functions. It will be important to ensure that a level and quality of provision is provided that supports the vitality and viability of Southend Central Area.

The Parking Study for Southend Central Area identifies that the car parking network within Southend Central Area rarely exceeds 85% occupancy. It does identify however that there is a clear imbalance in the Southend Central Area parking network at periods of peak demand, with car parking to the south of the central area experiencing overcapacity issues, while car parking to the north has available spare capacity.

- h. **Heritage** – Southend Central Area boasts a wealth of heritage assets which will be celebrated as part of this Plan. However, there is a need to ensure that these assets and their setting are conserved and enhanced to ensure they continue to make a full contribution to the character of Southend Central Area.
- i. **Climate Change, Flood Risk Management and Sustainable Drainage** – Underpinning all these issues is the need for this plan, in association with the Core Strategy, to address the challenge of Climate Change and Flood Risk in the Central Area. Southend has been identified by the Environment Agency as susceptible to local surface water flooding under conditions of extreme rainfall. Additionally areas of the Borough are at risk from tidal flooding, as demonstrated by the Strategic Flood Risk Assessment (SFRA). There is a need to manage development within areas of flood risk, particularly within the Central Seafront Area, and to incorporate properly designed Sustainable Drainage Systems (SuDS) into development proposals to reduce the rate and quantity of surface water runoff.

- 16 The SCAAP aims to address these issues by promoting land uses that support economic growth and housing delivery in order to create sustainable, vibrant communities.

### 1.3 The Purpose of this Document

- 17 The purpose of the SCAAP is to give more detailed consideration to how and where regeneration and growth can sustainably be accommodated in the Southend Central Area, including the Town Centre, Central Seafront Area and gateway neighbourhoods.
- 18 It contains proposals for 'Policy Areas' and 'Opportunity Sites' aimed at strengthening and transforming Southend Town Centre's sub-regional role as a successful retail and commercial destination, cultural hub and educational centre of excellence, leisure and tourist attraction, and a place to reside.
- 19 The intention is also to seek to safeguard, conserve and enhance the significant biodiversity, green space and other environmental resources in the area and on the foreshore, as well as to bring about public realm and access improvements.

### 1.4 Relationship between Policies

- 20 **All policies within this Area Action Plan should be read in conjunction with relevant national and local planning policies and guidance.**
- 21 **Please note that this Area Action Plan should be read as a whole, as the policies are cross-cutting and interrelate.**
- 22 **A policy linkage box is provided at the end of each section or policy, setting out links between policies within the SCAAP and other key documents within the Council's local planning framework.**

### 1.5 Supporting Documents

- 23 The following documents together with other evidence base documents that have helped to inform the preparation of the SCAAP are available to view on the Council's website at [www.southend.gov.uk](http://www.southend.gov.uk).

#### Sustainability Appraisal

- 24 A Sustainability Appraisal (SA) is an assessment of the potential significant social, environmental and economic impacts of development and forms an integral part of the plan making process. It ensures that all policies and proposals are prepared with a view to contributing to the achievement of sustainable development. The latest assessment of the sustainability and the potential significant effects of this plan can be found in the SA Report.

#### Habitats Regulations Screening Report

- 25 Southend and the surrounding districts are home to a number of important designated sites for nature conservation. Habitats screening is an assessment of the potential significant effects of a policy on sites designated for their nature conservation importance. These include Special Areas of Conservation, Special Protection Areas, and international Ramsar sites.

- 26 The SCAAP was assessed for any significant impacts on European sites within or outside Southend. The screening report concluded that the proposed policies will have no significant impact on the European/ international designations, either alone or in combination with other plans and strategies.

#### Policies Map

- 27 The SCAAP is accompanied by a Policies Map, which illustrates the boundary of the SCAAP area, its Policy Areas and Opportunity Sites, proposals and the extent of land use designations related to policy.



## 2 Vision and Objectives for Southend Central Area

28 The Vision for Southend Central Area is:

### Proposed Vision

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

29 Our objectives for achieving this are:

### Strategic Objectives

1. To improve and transform the economic vitality, viability and diversity of Southend Central Area by encouraging the establishment of a wider range of homes, businesses and shops whilst providing new opportunities for learning, recreation, leisure and tourism.
2. To promote design excellence and good quality development proposals and public realm improvements to reinforce a distinctive sense of place, complement new and existing development, and contribute towards the Council's aspirations to establish Southend as a Low Carbon City.
3. To increase the number and diversity of people living within Southend Central Area and its Gateway Neighbourhoods by building more homes, and ensure that living in the area becomes appealing to more families with children, supported by social and community infrastructure that contribute to reducing inequalities in health and wellbeing and support all ages to lead independent lives and live healthy lifestyles
4. To encourage the establishment and expansion of businesses in Southend Central Area by identifying, promoting or actively bringing forward suitable sites for development to meet modern user and investor requirements.
5. To promote and enhance the tourism, cultural and leisure offer within the Central Area, including visitor accommodation, having regard to the assets offered by the area, in order to attract greater visitor numbers and promote more overnight and longer stays.
6. To support the viability and vitality of the town centre, so that it remains the first preference for all forms of retail development and for other town centre uses attracting large numbers of people and creates an environment that encourages investment in the Central Area.
7. To promote the Central Area as a thriving learning quarter that provides state of the art facilities and well-designed student accommodation.

8. To improve accessibility to the area, ensuring streets, public and green spaces are well-connected, well-designed and safe, utilising a coordinated palette of materials and furniture that enhance the quality of the streetscape and improve opportunities for walking and cycling, and access to more sustainable modes of transport, such as rail and bus.
9. To promote a positive approach to public car parking provision that provides public car parking levels that support the vitality of the town centre and central seafront area, managing the balance of parking provision to address peak demand and capacity, and provide good access to the seafront by encouraging improvements to the quality of access to and from parking areas that are convenient, well-signposted, safe and secure.
10. To address climate change matters and appropriately manage and mitigate flood risk and to encourage the provision of Sustainable Drainage Systems and urban greening measures in order to reduce surface water run-off.
11. To enhance the quality of, and access to, Southend Central Area's natural environment and open spaces, connecting to the green grid, and to improve connectivity between the Town Centre and Central Seafront Area in order to relieve pressure on the Site of Special Scientific Interest (SSSI), Ramsar site, Special Protection Areas (SPA) and other environmental designations, to protect and enhance local biodiversity and nature conservation, and to encourage opportunity for linked trips.
12. To celebrate and enhance the setting of Southend's unique heritage assets, such as the Grade II listed Pier, to ensure these assets are appropriately conserved and enhanced and continue to form an integral part of how Southend Central Area is experienced by those who live, work and visit the area.

## Part B: Development Strategy

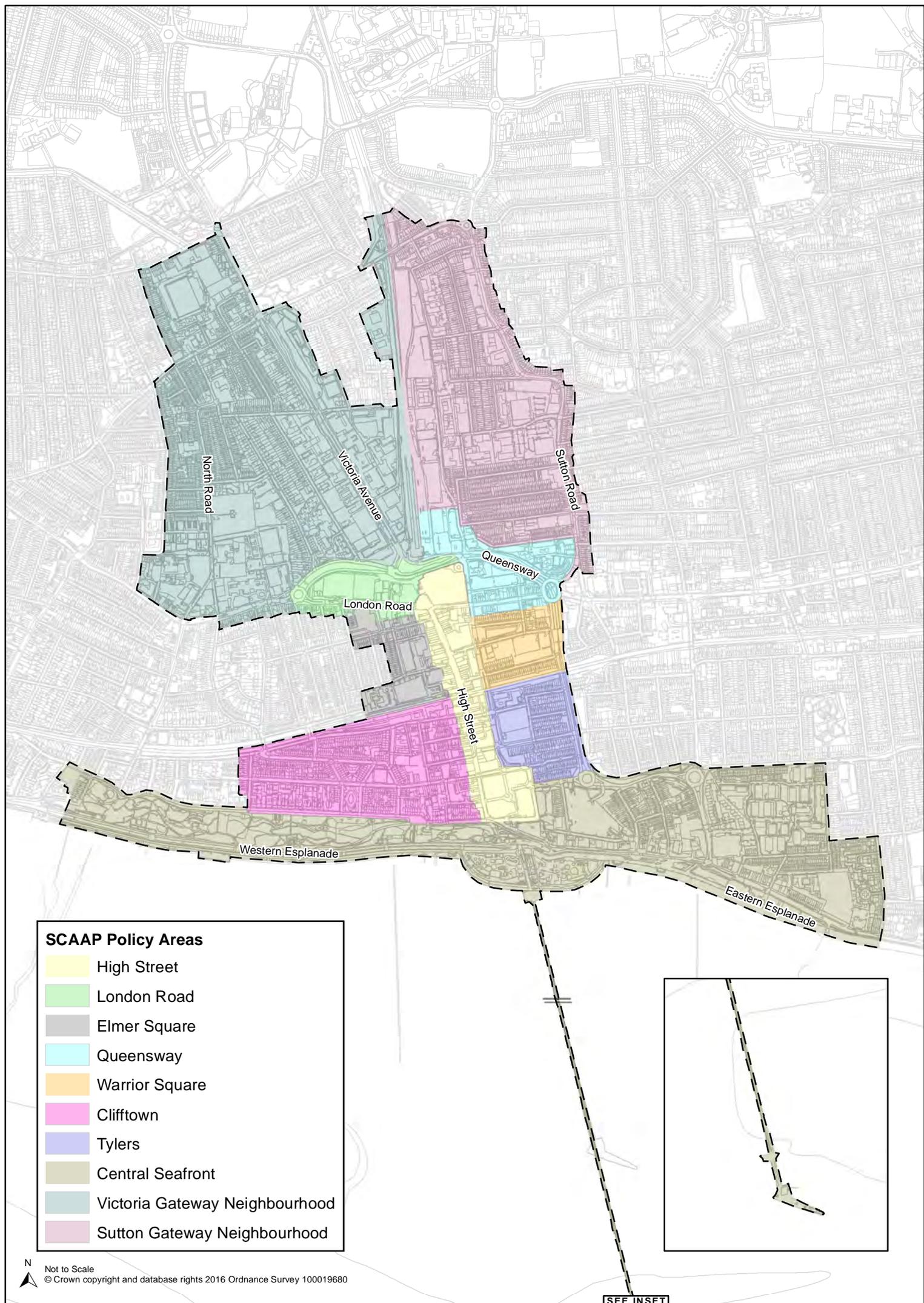
### 3. Central Area Strategy and Criteria Based Policies

---

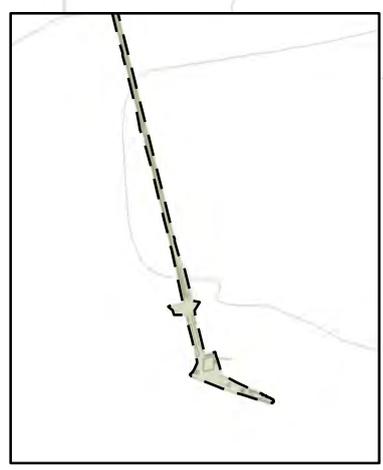
#### 3.1 Central Area Strategy

- 30 The Central Area Strategy seeks to develop a '**City by the Sea**' – a change in the function and transformation in the quality of the Town Centre and Seafront and renewal of Southend Central Area with additional residential development creating a new critical mass to support growth and inward investment.
- 31 Spatially, this concept embraces the vision of Southend as a prosperous regional centre defined by sustainable growth of its urban functions and the identification of Southend as a location of choice for businesses, residents and visitors. This will be achieved through the creation of Policy Areas and Opportunity Sites (see **Map 2: SCAAP Boundary and Policy Areas**), which will guide new development.
- 32 The SCAAP establishes Policy Areas which, to varying extents, take on a new mixed- use sustainable character. Development within these Policy Areas will be appropriate to their context, either seeking to strengthen the existing competitive advantage of current uses, encourage a greater mix of uses or defining new roles, whilst protecting and enhancing its heritage assets, contributing to the regeneration of the identified opportunity sites as well as Southend Central Area as a whole.
- 33 The introduction of new residential uses as part of a broader mix is a key element in achieving a vibrant, thriving Town Centre.
- 34 The Policy Areas have been identified as follows:
- **High Street**
  - **London Road**
  - **Elmer Square**
  - **Queensway**
  - **Warrior Square**
  - **Clifftown**
  - **Tylers**
  - **Central Seafront**
  - **Victoria Gateway Neighbourhood**
  - **Sutton Gateway Neighbourhood**
- 35 Within the Policy Areas there are also a number of 'Opportunity Sites'. The approach for managing these sites, and wider policy areas, is set out in **Part C: Policy Areas and Site Allocations**.

# Map 2 - SCAAP Boundary & Policy Areas



- SCAAP Policy Areas**
- High Street
  - London Road
  - Elmer Square
  - Queensway
  - Warrior Square
  - Cliff town
  - Tylers
  - Central Seafront
  - Victoria Gateway Neighbourhood
  - Sutton Gateway Neighbourhood



## 4. Criteria Based Policies

---

### 4.1 Introduction

36 This section sets out the policy context for key uses and development within Southend Central Area. It includes a strategy and, where relevant, policies<sup>5</sup> for the delivery and management of:

- Retail
- Employment
- Housing
- Tourism, Culture, Leisure, and Recreational facilities
- The Historic Environment
- Open and Green Spaces
- Key Views
- Landmarks and Landmark Buildings
- Flood Risk Management and Sustainable Drainage
- Transport, Access and Public Realm
- Infrastructure Provision (including education, health and social and community facilities)

### 4.2 Retail

#### Southend Town Centre's Primary Shopping Area

37 The Primary Shopping Area of Southend's town centre (see **Map 3** and **Policies Map**) is focused around a long, well established linear High Street, and anchored by The Victoria shopping centre to the north and The Royals shopping centre to the south.

38 New retail development should complement and strengthen the offer of the town centre, in accordance with **Core Strategy Policy CP2: Town Centre and Retail Development** and the provisions of the National Planning Policy Framework (NPPF), reinforcing pedestrian circuits around the two main shopping centres.

39 Opportunities for additional retail floorspace will be expected to arise from some incremental increases in existing floorspace through extending shop units or creating larger trading areas through internal unit reconfiguration<sup>6</sup>. Additionally, consideration and use of vacant floorspace, particularly in The Victoria shopping centre should be made.

40 The following Policy Areas and Opportunity Sites are located/partly located within the Town Centre Primary Shopping Area and have the potential to deliver additional retail floorspace where opportunities arise:

- PA1 High Street;
- PA2 London Road;
- PA4 Queensway and Opportunity Site PA4.1 along Southchurch Road;
- PA6 Clifftown (for small scale niche retail);

---

<sup>5</sup> Where there is not a policy sited in this section of the Plan there is a 'Policy Linkages' box which highlights another Plan where relevant policies may be found

<sup>6</sup> Southend Retail and Town Centre Study (2011)

- PA7 Tylers, including Opportunity Site PA7.1.

- 41 Public realm enhancements throughout the town centre, particularly within areas that have existing poor quality environments, would be expected to increase footfall and assist with letting vacant units. A schedule of access and public realm improvements is set out within the development principles of each Policy Area.
- 42 Outside the Town Centre Primary Shopping Area, the Council may permit additional small-scale convenience retail provision to meet the needs of residents. Details are contained in each of the relevant Policy Areas.

### Town Centre Primary and Secondary Shopping Frontages

- 43 The retail sector is crucial to the health of the local economy in terms of its attraction to visitors, business and investment. The changing nature of the 'High Street', facing competition from internet shopping, out-of-town retail parks and neighbouring centres, has impacted the level of trading in the Town Centre, and the quality of provision. There is consequently a need to upgrade, enhance and broaden its offer and function to possibly further include other complimentary uses. The effective promotion and marketing of the town centre to potential new investors will be crucial to this process.
- 44 However, an over-concentration of non-retail uses within the primary frontage can detract from its shopping function and may prejudice its vitality and viability, create extensive lengths of 'dead' frontage and a lack of proper or conventional shop window displays. Maintaining a high concentration of retail uses ensures the attractiveness of the centre as an accessible, diverse shopping area; which is paramount to the vitality and viability of the local economy.
- 45 Town Centre Primary and Secondary Shopping Frontages, as defined on the **Policies Map** (and outlined on **Map 3** below), perform a vital role by managing the shopping function of the town centre to ensure its long term vitality and viability is not significantly harmed as a sub-regional destination.
- 46 To ensure that a healthy balance of uses is maintained, the Council will actively manage the concentration of different Use Classes (under the Use Class Order) within the Primary Shopping Frontages, as depicted on the **Policies Map**. By designating and protecting key frontages it is possible to manage the proportion of retail and non-retail uses which will help to ensure that the town centre remains an attractive place to shop.
- 47 The Council recognises that shopping should be just one part of a rich mix activities within the Town Centre. Therefore, **Policy DS1** seeks to manage the designated primary frontages so that the proportion of retail use does not decrease below 60%. This approach not only seeks to secure the primacy of retail within these frontages by setting a percentage target, but also allows for an increase in supporting non-retail town centre uses when compared to the existing policy approach (80%)<sup>7</sup>. It also recognises that these primary frontages are crucially supported by adjacent secondary frontages, which do not include a retail percentage target, and therefore allows for further diversification of the town centre and its offer to further sustain its role of a retail, leisure and lifestyle destination.

---

<sup>7</sup> Southend-on-Sea Borough Local Plan (1994)

- 48 It is also important to understand that Southend's town centre is perpendicular and well connected to the central seafront area. The central seafront area represents an important visitor destination in its own right, comprising a range of tourism and leisure uses, which together with the town centre supports a wider multifunctional Central Area within Southend that offers a unique and diverse visitor/ shopper experience.
- 49 The entire High Street length measures approximately 0.5 miles, a considerable distance for a high street. It is considered that the primary shopping frontage of the town centre comprises three inter-related distinct zones, the High Street, The Victoria Shopping Centre and The Royals Shopping Centre. Each of these zones should maintain a core retail function, but also be able to provide for a range of supporting town centre uses, particularly Class A3 restaurants and café uses, in order to enhance the experience for visitors and help towards achieving a low vacancy rate within the area.
- 50 The SCAAP substitutes all primary frontage not located on the main high street or the ground floor levels of the two respective shopping centres (The Victoria and The Royals) with secondary frontage. This reduces the length of primary frontage in the town centre by approximately 40% as compared to that designated by the Southend Borough Local Plan (1994).
- 51 Secondary shopping frontages located within the town centre, as defined on the policies map, are often located adjacent to a 'high street', and allow for a greater number and diversity of uses.
- 52 Where an empty unit has little prospect of being occupied within a primary or secondary shopping frontage in the short term, the Council will encourage the landowner/landlord to display local art within the windows to create visual interest from the public realm.

### Permitted Development Rights and Temporary Uses

- 53 Under permitted development rights<sup>8</sup> buildings in specific Use Classes, including A1 Retail, are able to change to a number of alternative Use Classes, either for a temporary period or indefinitely. However, there will remain instances where prior approval applies as part of the permitted development or the change of use of a building does not constitute permitted development and would require the granting of planning permission.
- 54 Where permitted development is sought and prior approval is applicable Policy DS1 will apply as follows:
- Within Primary Shopping Frontages the following will apply:
    - The 60% retail threshold will equate to an "adequate provision of services"
    - The marketing criteria in Appendix 8 will apply in determining whether "there is a reasonable prospect of the building being used to provide such services".
  - A "key shopping area" is the same as the Primary Shopping Frontages and Secondary Shopping Frontages as defined on the Policies Map.

---

<sup>8</sup> Town and Country Planning (General Permitted Development) (England) Order 2016

- 55 In respect to Policy DS1.4(a) vacant units could include units occupied for temporary or 'flexible' uses, permitted through a temporary planning permission or under permitted development rights.
- 56 For the purposes of calculating the proportion of retail in any given frontage (in respect to policy DS1 point 4a, any building operating under a permitted 'flexible use' at the time of assessment will be considered on the basis of the use class it had prior to the temporary use change. For example, a retail shop (A1) which has temporarily changed its use to a café or restaurant (A3) under the permitted development rights would still be considered as an A1 unit for the purposes of determining the overall percentage of retailing (A1) or whether there are more than two consecutive non-A1 uses.

#### Development Management Policy

- 57 Development Management Policy DM13 (Shopping Frontage Management outside the Town Centre) identifies 3 discreet areas of Secondary Shopping Frontage **within the central area**, which act as local centres and are located outside the Town Centre Primary Shopping Area. The boundaries of these are defined on the Policies Map

## Policy DS1: A Prosperous Retail Centre

1. Proposals for retail development inside or outside the Primary Shopping Area will be determined in accordance with **Policy CP2: Town Centre and Retail Development of the Southend-on-Sea Core Strategy** and the provisions of the National Planning Policy Framework (NPPF), so that the town centre remains the first preference for all forms of retail development and for other town centre uses attracting large numbers of people to support the centre's viability and vitality and encourage investment.
2. New retail development should be well integrated and closely linked with the Town Centre Primary Shopping Area, as defined on the Policies Map, in terms of proximity, continuity of function and ease of access. The Council will promote the town centre in seeking to upgrade and diversify its offer.
3. New retail or any other development must not be detrimental to those living or working nearby, for example by causing undue noise or disturbance.
4. The Council will seek to maintain a high level of retail use with at least 60% Class A1 retail use within town centre primary shopping frontage. Alternative appropriate non-retail uses, particularly Class A3 restaurants and café uses, will also be supported provided that they contribute to the vitality of the Town Centre and would result in:
  - a. no more than 40% of the town centre primary shopping frontage, measured in terms of length of frontage\*, being used for non-retail purposes. Where non-retail uses would exceed 40% of the primary shopping frontage length, no further loss of Class A1 will be allowed\*\*;
  - b. an active frontage is retained or provided with a display function for goods and services rendered and the proposed use will provide a direct service to visiting members of the general public;
  - c. no detrimental impact to those living or working nearby, for example by causing undue noise, odour and disturbance.

*\* The measurement will be applied separately to each distinct Town Centre Primary Shopping Frontage zone, these being the High Street (944m), Victoria Shopping Centre (367m) and Royals Shopping Centre (405m)*

*\*\* exceptions to this will be considered if it can be demonstrated to the satisfaction of the Council that the A1 use is no longer viable through an effective 2 year marketing exercise where the vacant property has been offered for sale or letting on the open market at a realistic price and no reasonable offers have been refused. Appendix 8 sets out further information to be provided in relation to marketing of vacant floorspace.*
5. All proposals in the town centre secondary shopping frontage, as defined on the Policies Map, must ensure that:
  - i. an active frontage is retained or provided with a display function for goods and services rendered and the proposed use will provide a direct service to visiting members of the general public; and
  - ii. it would not be detrimental to those living or working nearby, for example by causing undue noise, odour and disturbance.
6. All new shop frontages will be of a high standard of design that is compatible with the architectural style, roofscape and character of the building and surrounding area. The design of new shop fronts should have regard to the Design and Townscape Guide SPD and address the following design principles:
  - iii. The loss of traditional features and shop fronts, which make a positive contribution to the character and appearance of the building or surrounding area, will be resisted unless it can be demonstrated that the benefits of a proposal significantly outweigh their loss;

iv. Blank frontages will be resisted on principal elevations and opportunities for exposing upper floor windows maximised.
7. Proposals for the use of upper floors in shopping frontages for retail, residential, leisure, office or other complementary uses which help to maintain or enhance the character and vitality of the centre will be supported. Where upper floors are currently in retail use, developers should seek to retain retail uses where viable and appropriate.
8. The Council will seek to maintain and enhance 'street market' provision within the Town Centre Primary Shopping Area, and will work with the private sector to promote the establishment of a new well designed street market within the pedestrianised London Road Policy Area. Proposals for street market development elsewhere within the Town Centre Primary Shopping Area will be considered on their merits.

POLICY LINKAGES - RETAIL	
<b>CORE STRATEGY DPD</b> Strategic Objectives: 3, 5, 6, 8	<b>Policies:</b> KP1, KP2, CP2
<b>SOUTHEND CENTRAL AAP</b> Objectives: 1, 2, 8, 12	<b>Policies:</b> PA1, PA2, PA4, PA6, PA7

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*



## 4.3 Employment

- 58 Southend, unlike many other traditional seaside locations, was quick to supplement its major industry as a tourist destination with other sectors following the increased accessibility of overseas travel and a decline in the tourism industry in the 1960s and 1970s. The employment base of Southend as a whole has become increasingly diverse. While tourism remains a central pillar of Southend's employment base and has potential for growth, the creative and cultural sectors, aviation and medical technologies are all growing and also offer further potential for growth in the future. The Town Centre is a sustainable location for significant employment growth. This growth is concentrated in service sectors that require flexible and good quality offices, such as those for finance and business services as well as knowledge based creative industries.
- 59 It is recognised that delivery of the Core Strategy employment target (7,250 additional jobs to be delivered in the Town Centre and Central Area between 2001 – 2021<sup>9</sup>) is challenging, particularly following the impacts of the global economic downturn. In fact, monitoring of employment data across the Borough suggests that job numbers have declined over the plan period. However, more recently, since 2010, job numbers have begun to increase and efforts to boost job creation are underway. Clearly, the Borough-wide employment targets as set out in the Core Strategy will be reviewed as part of preparing a new Southend Local Plan. Nevertheless, the SCAAP will seek to maximise employment opportunities and the SCAAP is seen as an important catalyst in helping to deliver a sustainable balance of new jobs alongside housing within the Central Area.
- 60 The **South East Local Enterprise Partnership** (SE LEP), a business-led partnership, has enabled the Council to secure a range of measures to support regeneration and growth. One such initiative, **The Southend City Deal** provides support for small and medium-sized businesses, seeks to create new jobs, and attracts inward investment. An incubator system of one-on-one support ('The Hive'), based in the former Central Library on Victoria Avenue (in the **Victoria Gateway Neighbourhood Policy Area**), will help to improve business performance, safeguard jobs, and form part of the regeneration of Victoria Avenue.

### Offices

- 61 The market for office space within the Central Area is oversupplied with outdated office stock, particularly within **Victoria Avenue Office Area (Opportunity Site PA8.1)**. Much of this stock is too large, underused/vacant, and unlikely to meet the changing requirements of small to medium sized occupiers - the focus of demand for office space in Southend. Providing a range of flexible, good quality, offices as part of mixed use developments will help to create viable proposals and a better balance of space than currently on offer.
- 62 Flexible, good quality office development is principally promoted in the following policy areas **High Street, London Road, Warrior Square, Clifftown, Tylers, and Victoria Gateway Neighbourhood Policy Area**. The policies for these areas, and opportunity sites are set out within **Part C: Policy Areas and Site Allocations** of this plan.

---

<sup>9</sup> Core Strategy CP1: Town Centre (6,500), plus Seafront (750) = 7,250

## Southend as a Knowledge-Based Employment Centre

- 63 With the assistance of the university campus, Southend has significant potential to become a knowledge-based employment centre, utilising links with the A127 strategic corridor, the growth of London Southend Airport and the associated business parks, provision for which is made within the London Southend Airport and Environs Joint Area Action Plan (JAAP).
- 64 Southend has a high level of business start-ups. To date, business survival and therefore growth has struggled. Providing the support and infrastructure required to sustain and grow local businesses will be a crucial component in addressing this, and such activity will be supported by the **Southend City Deal** incubator hub (the Hive) at Victoria Avenue.

## Southend's Cultural and Creative Industries

- 65 The Southend Cultural Strategy 2012-2020 sets out the vision for Southend: *'To be recognised as the cultural and leisure capital of the East of England'*. The town has a significant concentration of creative and cultural businesses located across the Borough, particularly in the Town Centre.
- 66 The Local Economic Assessment (2013) outlines that whilst the creative and cultural industries have significant employment and wealth generating capacity, they also have the ability to create a step change in the economy, attracting new, ambitious people to Southend.

POLICY LINKAGES - EMPLOYMENT	
<b>CORE STRATEGY DPD</b> Strategic Objectives: 1, 2, 3, 4, 5	<b>Policies:</b> KP1, CP1
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM10, DM11
<b>SOUTHEND CENTRAL AAP</b> Objectives: 1, 4	<b>Policies:</b> PA2, PA5, PA6, PA7, PA8, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.4 Housing

- 67 There are a number of existing residential areas in the Central Area. However, when compared to the rest of the Borough, the core town centre has relatively few residential properties.
- 68 Delivering new homes within Southend Central Area, including residential above ground floor commercial, will contribute to creating sustainable communities that will add critical mass to support the vitality and vibrancy of the town centre, throughout the day and evening economy.
- 69 New housing development within the Central Area will be encouraged to provide a mix of housing types and sizes, including affordable housing, in accordance with Core Strategy CP8 (Dwelling Provision) and Development Management Policies DM7 (Dwelling Mix, Size and Type), DM8 (Residential Standards), DM9 (Specialist Residential Accommodation); although care will need to be taken to ensure there is a balanced housing offer, taking into account the existing tenure mix of a particular area.

## Scale of Residential Development

- 70 The SCAAP is considered to be an important catalyst and driver for inward investment and for the delivery of the remaining proportion of planned regeneration and growth in the Southend Central Area to meet, or exceed, Core Strategy targets up to 2021.
- 71 Further work has been jointly undertaken to establish an objectively assessed need, in terms of jobs and housing, for Southend and its surrounding housing market area. Following publication of this evidence, preparation of a Southend Local Plan will commence alongside delivery of the SCAAP. The Local Plan will set out new growth target replacing those of the adopted Core Strategy and will review unimplemented development sites within the SCAAP.
- 72 The Core Strategy requires at least 2,474<sup>10</sup> net additional new dwellings to be provided within Southend Central Area during the period from 2001 to 2021. According to the Southend Annual Monitoring Report (AMR), between 2001 and 2016, 1,087 dwellings have been built within the Southend Central Area. An additional 1,732 net dwellings have been identified through Opportunity Sites and 1,040 of these have planning permission as of 1 April 2016. A further 425 dwellings have been identified by outstanding planning permissions located outside of the opportunity sites and are predicted to be delivered by 2021, see table 1 below.

Table 1: The Scale of new Residential Development to be delivered by 2021

SCAAP Policy Area	Net additional dwellings identified in Opportunity Sites (of which committed)	Other committed at 1 April 2016 (net)	Total
PA1: High Street	n/a	171	171
PA2: London Road	n/a	1	1
PA3: Elmer Square	0	73	73
PA4: Queensway	380 (8)	0	380
PA5: Warrior Square	n/a	16	16
PA6: Clifftown	n/a	48	48
PA7: Tylers	150	4	154
CS1: Central Seafront	278 (278)	4	282
PA8: Victoria Gateway Neighbourhood	782 (662)	39	821
PA9: Sutton Gateway Neighbourhood	142 (92)	69	211
<b>TOTAL</b>	<b>1,732 (1,040)</b>	<b>425</b>	<b>2,157</b>

- 73 **Appendix 6** shows the amount of dwellings identified to be delivered by 2021 within the SCAAP area and relationship with the Core Strategy targets, further details are also included within each Policy Area, Part C: Policy Areas and Opportunity Sites.

<sup>10</sup> Core Strategy CP8: Town Centre (2,000), plus Seafront (550), minus SHLAA sites identified in the rest of the seafront outside the SCAAP area (76) = 2,474 *Committed = with planning permission or prior approval*

## Student Accommodation

- 74 The University of Essex and South Essex College have a strong presence within the Central Area, reinforced in recent years by the delivery of phase 1 of Elmer Square with The Forum opening in 2013. The Core Strategy makes provision for the regeneration of the town centre and Central Area led by the development of the university campus, and it is anticipated that the higher and further education sector will continue to expand, with increases in student numbers.
- 75 There will be a need to provide student accommodation, much of which could be within the Central Area. The provision of student accommodation can often be met through purpose built development, such as the existing University Square development within the town centre, or through the private rented sector. The Council will support the provision of well-designed student accommodation in Southend Central Area, as it provides a sustainable location for students, with easy access to the university and college buildings. It will also help to contribute to the aim of increasing the residential population and potential spend in the Central Area.
- 76 The University of Essex has an accreditation scheme that all approved private landlords must meet, and this provides a measure to ensure student accommodation is of high quality and meets the needs of students. **Development Management Policy DM8: Residential Standards** sets out the internal space standards that all non-self-contained accommodation, such as student accommodation, will be required to meet.

POLICY LINKAGES – HOUSING	
CORE STRATEGY DPD Strategic Objectives: 6, 7, 14	Policies: KP1, KP2, KP3, CP8
DEVELOPMENT MANAGEMENT DPD	Policies: DM1, DM7, DM8, DM9
SOUTHEND CENTRAL AAP Objectives: 1, 2, 3	Policies: PA1, PA2, PA4, PA5, PA6, PA7, CS1, PA8, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.5 Tourism, Culture, Leisure and Recreational Facilities

**'To be recognised as the cultural and leisure capital of the East of England.'**

*Southend-on-Sea Cultural Strategy 2012-2020*

- 77 Southend Central Area will continue to be the primary focus for further enhancement of tourism, cultural, leisure and recreational attractions and facilities. This will build on the town's role as a major destination resort and contribute to a stronger, more vibrant centre.
- 78 There have been a number of recent developments within Southend Central Area that have helped to progress Southend's tourism and cultural offer, including investment in attractions in the central seafront area, such as at Adventure Island and the new lagoon at three shells beach, the Royal Pavilion cultural centre at the end of the Pier, the relocation of the Beecroft Gallery to the former central library building on Victoria Avenue, the relocation of the Focal Point Gallery to The Forum at Elmer Square, the regeneration of the former Palace Hotel as

the Park Inn, and the new Premier Inn development on Eastern Esplanade, which has increased the quality as well as capacity of hotel offer.

- 79 Despite recent successes, the range of commercial leisure and recreational uses on offer in the town centre is moderate, and enhancing this could serve to diversify the centres offer overall as well as draw in additional visitors and investment. The strategy for the **Central Seafront Policy Area** within this Plan (see **Part C**) seeks to create a seamless connection between the Seafront and the Town Centre. Clearly the Seafront offers a considerable commercial leisure offer, and providing better connectivity between these areas may well be a positive way of maximising the attraction of the Southend Central Area.
- 80 Tourism is an important economic driver for the Town Centre. However, the tourism industry still tends to operate on low levels of overnight stays, and the relatively short supply of high quality hotels, bar those mentioned above, and current restaurant offer in the Central Area may not attract those visitors with more spending power. The refresh of the **Southend Local Economic Assessment (2013)** concludes that potential remains to improve and diversify the tourism offer to increase overnight and longer stays and add value, whilst at the same time, harness the spending power of visitors and out commuting residents alike.
- 81 The tourism and hotel sector is expected to grow in Southend over the next 20 years. The **Development Management DPD (Policy DM12: Visitor Accommodation)** seeks to manage this growth by focusing new visitor accommodation to the Central Area, London Southend Airport and at locations with good access and a clear and strong relationship with the seafront. The Central Seafront Policy Area, in particular, offers a good location for the development of visitor accommodation, given close proximity to both the Town Centre and Seafront.
- 82 Enhanced evening attractions, including provision of restaurants, have the potential to address concerns about the vitality of the evening and night-time economy through improved management and maintenance of the Town Centre, and by providing more pedestrian activity after shopping hours to help tackle the perception of safety after dark.
- 83 This could be complemented by increased public art provision and streetscape improvements to enrich the streetscape and enhance the quality of the public realm – purveying the Central Area’s cultural qualities and promoting legibility and way finding. The Council will seek to establish an increase in public art provision, where possible with local artists, within the Central Area, in line with its Public Art Strategy, to create a ‘Central Area Art Trail’.

POLICY LINKAGES – CULTURE, LEISURE, TOURISM AND RECREATION	
<b>CORE STRATEGY DPD</b> Strategic Objectives: 1, 2 13, 14, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP1, CP4, CP6, CP7
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM6, DM10, DM12
<b>SOUTHEND CENTRAL AAP</b> Objectives: 1, 3, 5, 6, 7, 8, 10	<b>Policies:</b> PA1, PA2, PA3, PA4, PA5, PA6, PA7, CS1, CS4, PA8, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.6 The Historic Environment

- 84 This Plan seeks to promote heritage and to conserve and enhance Southend Central Area's heritage assets in a manner appropriate to their significance, with the emphasis on high quality design in all development proposals. Heritage assets contribute to the character of the town and are an important reminder of the town's history and identity. They are also an important component of the tourist economy and play a crucial role in the identity of the town. Development Management Document **Policy DM5: Southend- on-Sea's Historic Environment** sets out the local approach to the management of the historic environment within the Borough.
- 85 Development proposals within the Central Area, including enhancements to the public realm, will be responsive to the setting of heritage assets and should seek to improve the quality of their environmental context. Heritage assets will be promoted and enhanced as part of the future development of the town.
- 86 Policy criteria regarding the historic environment are provided within the relevant **Policy Areas and Opportunity Sites** set out in **Part C** of this Plan, details of which are provided within the Policy Linkage box below. It should be noted that listed buildings, buildings in Conservation Areas and scheduled monuments are exempted from the need to comply with energy efficiency requirements of the Part L Building Regulations where compliance would unacceptably alter their character and appearance.

### Conservation Areas

- 87 There are a number of Conservation Areas within the Central Area, as depicted on the Policies Map, which contribute to its character and identity. These include: Prittlewell, Eastern Esplanade, The Kursaal, Clifftown, and Warrior Square. Each has its own unique character which must be conserved and enhanced, and consideration given to the contribution made by its setting.

### Listed and Locally Listed Buildings

- 88 Southend Central Area contains a large number of listed and locally listed buildings, which help define the town's unique heritage. A list can be found on the Council's website [www.southend.gov.uk](http://www.southend.gov.uk)

### Frontages of Townscape Merit

- 89 Frontages of Townscape Merit are non-designated heritage assets and apply specifically to historic facades, many of which are shopping parades. This designation, as depicted on the Policies Map, will be a material consideration for planning applications affecting these frontages.

### Archaeology

- 90 Within this relatively small area there have been archaeological discoveries dating from the earliest evidence of humans in the area, to the medieval and later periods. The highest concentration of finds is in the Prittlewell area. Some of this area has been excavated for

brickearth and other minerals but this remains the historic heart of the town and the potential for new finds is still significant.

- 91 Two Scheduled Ancient Monuments are located close to the Southend Central Area boundary. Prittlewell Priory just north of the area and Southchurch Hall to the south east. Immediately to the east of Prittlewell Priory are Roman and early Saxon cemeteries, which included the chambered tomb of the 'Prince of Prittlewell', a discovery of international significance.

#### Areas of Archaeological Potential in Southend Central Area

- 92 Although most of Southend Central Area has been previously developed there are still areas of archaeological interest where there is potential for new finds. In particular, these sites include:

1. Seaways Car Park area (Opportunity Site CS1.2)
2. Roots Hall area
3. Nazareth House
4. Southend Cliffs (which includes Opportunity Site CS1.4)

- 93 Any additional areas that are subsequently considered to exhibit significant archaeological potential, should be assessed in line with national guidance and **Policy DM5** of the Development Management Document.

POLICY LINKAGES – THE HISTORIC ENVIRONMENT	
<b>CORE STRATEGY DPD</b> Strategic Objective: 14	<b>Policies:</b> KP2, CP4
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM4, DM5, DM6
<b>SOUTHEND CENTRAL AAP</b> Objective: 7	<b>Policies:</b> Transport and Access Strategy, DS2, DS3, DS5, PA1, PA5, PA6, CS1, PA8

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.7 Open and Green Spaces

- 94 Southend Central Area includes the Benfleet and Southend Marshes European Marine Site, encompassing both the SPA and Ramsar, which comprises the intertidal part of the Thames Estuary and also constitutes a Site of Special Scientific Interest (SSSI).
- 95 The Appropriate Assessment (AA) of the Core Strategy highlights that Core Strategy Policy KP1, which promotes development in the seafront area, is likely to result in increased recreational and development pressures on designated international and European sites. It is therefore imperative that Southend Central Area provides and enhances functional open and green space, such as pocket parks and play areas, linked to other attractive destinations in and around the Borough, in order to assist with relieving pressure on the Borough's designated sites. This builds on, and is embedded within, the South Essex Green Grid Strategy and Thames Gateway Parklands Initiative which seek to help promote South Essex as a green place, improving the local environment and access to it, linking all green spaces where possible.

- 96 The existing green spaces within Southend Central Area are depicted on the Policies Map. The Central Seafront Policy Area provides access to an abundance of green and open space. However, the Town Centre, in comparison, has relatively few areas of such space. This deficit will be addressed within the relevant Policy Areas and Opportunity Sites.
- 97 Particular attention will be paid to the improvement of existing public spaces and to the creation of new public and civic spaces. Existing and new green and open spaces will be linked together in a legible network. New green and open spaces should be linked through the green grid, and should seek to contribute to local biodiversity and, together with other urban greening measures such as green walls, improved landscaping, and tree planting, help mitigate the effects of climate change.
- 98 In order to ensure these open and green spaces are accessible they should be connected by an attractive network of accessible streets, and the quality of the public realm will be a key component in defining Southend Central Area as an urban environment where people want to live, work, visit and move around. The **Transport, Access and Public Realm Strategy** of this plan, the Council's **Design and Townscape Guide SPD** and **Streetscape Manual SPD** should be referenced for all street works within the Central Area.

POLICY LINKAGES – OPEN AND GREEN SPACES	
<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 14, 18	<b>Policies:</b> KP2, KP3, CP4, CP7
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 3, 6	<b>Policies:</b> DS5, PA1, PA3, PA4, PA5, PA6, CS1, PA8, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.8 Key Views

- 99 There are a number of 'Key Views' from within, and of, Southend Central Area that further help to define its character, including links with the Thames Estuary. The Council will seek to ensure that Key Views, as identified below, are not adversely impacted by development:
- **The Seafront** – views to and from the seafront, with particular recognition given to views from: Westcliff Parade; Clifftown Parade; Clifton Terrace; Royal Terrace; Pier Hill; Pier Head; Queensway; Western Esplanade; Marine Parade; and Eastern Esplanade.
  - **Southend Pier** – with particular recognition given to views from: the High Street and Pier Hill in order to enhance the link between the town centre and seafront; Eastern Esplanade; Western Esplanade; Marine Parade; Royal Terrace; Clifton Terrace and Clifftown Parade.
  - **The Kursaal** – with particular recognition given to views from: Marine Parade; Eastern Esplanade; Lucy Road; Queensway and Southchurch Avenue.
  - **Royal Terrace and Clifftown Parade** – with particular recognition given to views from Western Esplanade and the Pier.
  - **All Saints Church** (outside of the SCAAP boundary) – with particular recognition given to enhancing the setting of this heritage asset, improving the quality of the public realm at Queensway dual carriageway;
  - **Porters** (outside of the SCAAP boundary) – with particular recognition given to enhancing the setting of this heritage asset, improving the quality of the public

- realm and highway at Queensway dual carriageway;
- **St Mary's Church** (outside of the SCAAP boundary) – with particular recognition given to improving the setting of this heritage asset, improving the quality of the public realm and highway junction at Victoria Avenue/East Street.

### Policy DS2: Key Views

New development within Southend Central Area will be expected to demonstrate that it is compatible with and/or enhances Key Views of:

- The Seafront
- Southend Pier
- The Kursaal
- Royal Terrace and Clifftown Parade
- All Saints Church (outside of the SCAAP boundary)
- Porters (outside of the SCAAP boundary)
- St Mary's Church (outside of the SCAAP boundary)

### POLICY LINKAGES – KEY VIEWS

<b>CORE STRATEGY DPD</b> Strategic Objective: 14	<b>Policies:</b> KP2, CP4
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM4, DM5, DM6
<b>SOUTHEND CENTRAL AAP</b> Objectives: 2, 7	<b>Policies:</b> PA1, PA4, PA6, CS1, PA8

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.9 Landmarks and Landmark Buildings

*A Landmark Building is defined as one that has become, or may become, a point of reference because of its positive contribution to place making. This may include reference to its height, siting, distinctive design or use that sets it apart from surrounding buildings. Examples may include: churches, theatres and town halls.*

- 100 Landmarks or Landmark buildings provide orientation and aid way-finding. They are relatively limited in number and generally occupy strategic locations such as road junctions, terminations of vistas, and corners.
- 101 A building or feature will not be considered a landmark simply owing to its height or massing, indeed many of the existing landmarks within Southend Central Area are of a modest scale; essentially they must be of high quality, recognisable and distinctive. A landmark could also be represented by a significant piece of public art, a distinct architectural feature, or use of innovative and distinctive materials.
- 102 For the purposes of the SCAAP, the following have been identified as existing landmarks and landmark buildings (Table 2, and Appendix 3):

**Table 2: Existing Landmarks and Landmark Buildings**

Adventure Island, Western Esplanade <i>(Central Seafront Policy Area)</i>	Royal Hotel and Royal Terrace <i>(High Street and Clifftown Policy Areas)</i>
All Saints Church, Sutton Road <i>(outside of the SCAAP boundary)</i>	Seafront / Estuary <i>(Central Seafront Policy Area)</i>
Central Library (former), Victoria Avenue <i>(Victoria Gateway Neighbourhood Policy Area)</i>	South Essex College, Luker Road <i>(Elmer Square Policy Area)</i>
Central Museum, Victoria Avenue <i>(Victoria Gateway Neighbourhood Policy Area)</i>	St John's Church, Herbert Grove <i>(Central Seafront Policy Area)</i>
Civic Centre, Victoria Avenue <i>(Victoria Gateway Neighbourhood Policy Area)</i>	St Mary's Church, Victoria Avenue <i>(outside of the SCAAP boundary)</i>
Cliff Lift, Western Esplanade <i>(Central Seafront Policy Area)</i>	Swan Hall, Victoria Avenue <i>(Victoria Gateway Neighbourhood Policy Area)</i>
Cliffs Pavilion, Station Road <i>(Central Seafront Policy Area)</i>	The Forum, Elmer Square <i>(Elmer Square Policy Area)</i>
Clifftown Church/Studios, Nelson Street <i>(Clifftown Policy Area)</i>	The Kursaal, Eastern Esplanade <i>(Central Seafront Policy Area)</i>
Park Inn Palace Hotel, Pier Hill <i>(Central Seafront Policy Area)</i>	The Pier <i>(Central Seafront Policy Area)</i>
Pier Hill Observation Tower and Lift, Pier Hill <i>(Central Seafront Policy Area)</i>	University of Essex, Elmer Approach <i>(Elmer Square Policy Area)</i>
Porters, Southchurch Road <i>(outside of the SCAAP boundary)</i>	University of Essex Student Accommodation, London Road <i>(Elmer Square Policy Area)</i>
Prittlewell Chapel, North Road <i>(Victoria Gateway Neighbourhood Policy Area)</i>	

- 103 New development should not compete with existing landmarks in terms of bulk or height, and views of these buildings should not be compromised by new development.
- 104 The following (Table 3) have been identified as potential locations for new landmark buildings and features within Southend Central Area, as detailed in the relevant Policy Areas and Opportunity Sites. These are also depicted on the Policies Map.

**Table 3: Potential Locations for New Landmarks**

Opportunity Site (PA4.1): Better Queensway (Queensway Policy Area)
Opportunity Site (PA7.1): Tylers Avenue (Tylers Policy Area)
Opportunity Site (PA8.1): Victoria Avenue (Victoria Gateway Neighbourhood Policy Area)
Central House, Clifftown Road (Clifftown Policy Area)
Central Seafront Policy Area, including in particular Opportunity Site (CS1.2): Seaways, Opportunity Site (CS1.3) Marine Plaza, and Opportunity Site (CS1.4): New Southend Museum.

- 105 Where considered appropriate in principle, development proposals for new landmark buildings and landmark features within Southend Central Area should demonstrate a coherent design approach, based on an understanding of the character, form and function of the surrounding townscape. Opportunities to enhance the setting of landmark buildings with improvements to the public realm, provision of open space, will be encouraged in order to retain views, enhance way-finding and to reinforce a sense of place.
- 106 Table 4 set out below and the Policies Map depicts the location of existing and potential Landmarks and Landmark Buildings by Policy Area.

### Policy DS3: Landmarks and Landmark Buildings

1. The Council, through its role in determining planning applications, masterplanning, and other initiatives, will seek to conserve landmarks and landmark buildings as identified in Table 2 and Appendix 3 from adverse impact by:
  - a. encouraging the provision of open spaces and public realm improvements which provide views to landmarks or landmark buildings or enhance their setting;
  - b. resisting adverse impacts of new development by virtue of excessive height, massing or bulk;
  - c. ensuring development proposals respect views, setting and character.
2. The Council will support and encourage the creation of new landmarks in the areas identified within Table 3, where development proposals must demonstrate that:
  - a. design, detailing and use of materials are of exceptional quality and interest and will help to reinforce local character and distinctiveness;
  - b. the location would provide a focal point for an existing vista/sight line or generate a new one;
  - c. the proposals do not adversely affect the amenity of local residents; and
  - d. the proposals do not harm the setting of nearby heritage assets.

### POLICY LINKAGES - LANDMARKS

CORE STRATEGY DPD Strategic Objective: 14	Policies: KP2, CP4
DEVELOPMENT MANAGEMENT DPD	Policies: DM1, DM4, DM5, DM6
SOUTHEND CENTRAL AAP Objectives: 2, 3, 7	Policies: DS5, DS2, PA1, PA3, PA4, PA6, PA7, CS1, PA8

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

Table 4: Existing and Potential Landmarks and Landmark Buildings by Policy Area

	Existing Landmarks within	Existing Landmarks near	Potential Landmarks Within	Potential Landmarks near
PA1 High Street	<ul style="list-style-type: none"> <li>Royal Hotel</li> </ul>	<ul style="list-style-type: none"> <li>Royal Terrace</li> <li>Seafront/ Estuary</li> </ul>	N/A	<ul style="list-style-type: none"> <li>Central House OS (PA7.1): Tylers Avenue OS (CS1.2): Seaways</li> </ul>
PA2 London Road	N/A	<ul style="list-style-type: none"> <li>UoE Student Accommodation</li> <li>Central Museum</li> </ul>	N/A	<ul style="list-style-type: none"> <li>OS (PA8.1): Victoria Avenue</li> </ul>
Policy PA3 Elmer Square	<ul style="list-style-type: none"> <li>The Forum</li> <li>SE College</li> <li>UoE Building</li> <li>UoE Student Accommodation</li> </ul>	N/A	N/A	N/A
PA4 Queensway	N/A	<ul style="list-style-type: none"> <li>All Saints Church</li> <li>Porters</li> </ul>	<ul style="list-style-type: none"> <li>OS (PA4.1): Better Queensway</li> </ul>	N/A
PA5 Warrior Square	N/A	<ul style="list-style-type: none"> <li>All Saints Church</li> <li>Porters</li> </ul>	N/A	<ul style="list-style-type: none"> <li>OS (PA7.1): Tylers Avenue</li> </ul>
PA6 Clifftown	<ul style="list-style-type: none"> <li>Clifftown Church/ Studios</li> <li>Royal Terrace</li> </ul>	<ul style="list-style-type: none"> <li>Royal Hotel</li> <li>Seafront/ Estuary</li> </ul>	<ul style="list-style-type: none"> <li>Central House</li> </ul>	<ul style="list-style-type: none"> <li>OS (CS1.3): New Southend Museum</li> </ul>
PA7 Tylers	N/A	N/A	<ul style="list-style-type: none"> <li>OS (PA7.1): Tylers Avenue</li> </ul>	<ul style="list-style-type: none"> <li>OS (CS1.2): Seaways</li> </ul>
CS1 Central Seafront	<ul style="list-style-type: none"> <li>Adventure Island</li> <li>Cliff Lift</li> <li>Cliffs Pavilion</li> <li>Park Inn Palace Hotel</li> <li>St John's Church</li> <li>The Kursaal</li> <li>The Pier</li> </ul>	<ul style="list-style-type: none"> <li>Royal Hotel</li> <li>Royal Terrace</li> </ul>	<ul style="list-style-type: none"> <li>OS (CS1.2): Seaways</li> <li>OS (CS1.3): Marine Plaza</li> <li>OS (CS1.4): New Southend Museum</li> </ul>	<ul style="list-style-type: none"> <li>OS (PA7.1): Tylers Avenue</li> </ul>
PA8 Victoria Gateway	<ul style="list-style-type: none"> <li>Central Library (former)</li> <li>Central Museum</li> <li>Civic Centre</li> <li>Prittlewell Chapel</li> <li>Swan Hall</li> </ul>	<ul style="list-style-type: none"> <li>St Mary's Church</li> </ul>	<ul style="list-style-type: none"> <li>OS (PA8.1): Victoria Avenue Office Area</li> </ul>	<ul style="list-style-type: none"> <li>London Road</li> </ul>
PA9 Sutton Gateway	N/A	<ul style="list-style-type: none"> <li>All Saints Church</li> <li>Porters</li> </ul>	N/A	N/A

## 4.10 Flood Risk Management and Sustainable Drainage

- 107 Southend-on-Sea Borough Council, with the Environment Agency and Anglian Water Services Ltd. (Anglian Water) has formed a Local Flood Risk Management Partnership. The aim of this partnership is to work together to manage local sources of flooding.
- 108 The Core Strategy establishes a need to focus development within Southend Central Area, including the central seafront. The Southend Surface Water Management Plan (SWMP) and Strategic Flood Risk Assessment (SFRA) indicate that areas within the SCAAP are at risk from tidal and surface water flooding. A Level 1 SFRA was completed for Southend in September 2010 and a Level 2 SFRA in November 2010.
- 109 The Council has prepared a Local Flood Risk Management Strategy (LFRMS). The LFRMS outlines the priorities for local flood risk management across the Borough and provides a delivery plan to manage the risk over the next six years. The LFRMS complements and supports the National Flood and Coastal Erosion Risk Management Strategy published by the Environment Agency which outlines a National framework for flood and coastal risk. The SWMP, SFRA and LFRMS are available on the Councils website.
- 110 The extent of tidal flooding is limited to the Central Seafront Policy Area, Environment Agency Flood Zones 3a (higher risk) and Flood Zone 2 (lower risk). The SFRA indicates that sea levels are projected to rise so that more areas within the Central Seafront Policy Area will become increasingly affected by flooding over time.
- 111 To address this, the Essex and South Suffolk Shoreline Management Plan (2010) and Thames Estuary 2100 Plan establish an approach to hold the existing line of flood defence within the Central Area, which includes taking account of the effects of climate change. The Council will promote and help to deliver this strategic flood defence for the Central Area. It will do this by seeking Community Infrastructure Levy contributions from developers as well as seeking other sources of private sector and Government funding.
- 112 Given the long term timescales for implementing a strategic flood defence, the planning of individual new development sites also need to take into account the flood risk hierarchy as follows:
- Assess - a site specific flood risk assessment (FRA) may be required.
  - Avoid (higher) flood risk areas – the Core Strategy establishes the need for new development within the SCAAP area. The sequential test will be applied within two separate areas: the Central Seafront Policy Area; and the remainder of the SCAAP area. The sequential test will also apply within individual Opportunity Sites.
  - Substitute - more vulnerable uses should be located within parts of the development site at less risk of flooding. This will be balanced where necessary alongside other planning, design and deliverability objectives.
  - Control and Mitigate – this will be a proportionate response taking account of the delivery of a strategic flood defence in the longer term, and the residual risk

(that the defence is breached or overtopped). This will ensure that individual developments achieve an appropriate degree of safety over their lifetime.

- 113 The Policies Map does not depict the areas at risk of flooding. This is contained in the Strategic Flood Risk Assessment and any future advice and/or new information that will be provided by the Environment Agency. This approach is necessary to enable the flood risk data to be updated when required. Users should contact both Southend Borough Council and the Environment Agency to confirm the most up to date information.

#### Site-specific Flood Risk Assessment

- 114 A site-specific Flood Risk Assessment (FRA) will enable a developer to identify measures (if any) that are necessary to make a development safer and ensure it will not increase the risk elsewhere, to satisfy the Exception Test<sup>11</sup>.
- 115 In accordance with national planning policy a FRA will be required for development proposals:
- 1 hectare or greater in Flood Zone 1;
  - for new development (including minor development or change of use) in Flood Zones 2/3, or in areas within Flood Zone 1 which have critical drainage problems; and
  - where proposed development or change of use to a more vulnerable use class may be subject to other sources of flooding.
- 116 It is the responsibility of a developer to undertake the site-specific FRA, and they are strongly advised to agree the content with the Environment Agency prior to submission of it with the application. The FRA should be commensurate with the degree of flood risk posed to and by the proposed development, and take account of national planning practice guidance. Information from the SFRA should be used when developing the FRA.

#### Sustainable Drainage

- 117 Sustainable urban drainage systems (SuDS) are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. SuDS try to replicate natural systems and use cost effective solutions with low environmental impact to drain away dirty and surface water run-off through collection, storage, and cleaning.
- 118 SuDS should be designed in accordance with the Non-statutory technical standards for sustainable drainage systems (2015) and guidance in the SuDS Manual (2015) published by Construction Industry Research and Information Association (CIRIA).

---

<sup>11</sup> The Exception Test, as set out in paragraph 102 of the NPPF, is a method to demonstrate and help ensure that flood risk to people and property will be managed satisfactorily, while allowing necessary development to go ahead in situations where suitable sites at lower risk of flooding are not available.

- 119 The 'core town centre' and central seafront policy area is characterised by a geology that exhibits low infiltration potential, although there are also surrounding areas where the geology offers greater permeability and potential for SuDs. The SCAAP area more widely is susceptible to localised surface water flooding, as indicated in the SFRA and Environment Agency online mapping. As such, all new development shall be drained via SuDS. It should be noted that SuDS must receive planning approval before construction is commenced and:
- For extensions and other single property developments the owner or developer will remain responsible for maintaining the system in good working order;
  - For developments above single property scale, once the Council, as the Lead Local Flood Authority, is satisfied it has been constructed to an appropriate standard, the Council will adopt the SuDS for maintenance.
- 120 The design target will be to limit the discharge of the site run-off to green-field levels wherever possible. It may be found that this standard is not achievable, but any derogation will have to be approved by the organisation managing the receiving water system. For main rivers and ordinary watercourses this will be the Council, and for public surface water sewers Anglian Water.
- 121 **Developers are encouraged to consider the layout of their SuDS proposals prior to undertaking any other site masterplanning, and to discuss them with the Council, as SuDs have specific requirements for location and construction.**

#### Other Considerations

- 122 In developing infrastructure schemes the Council will consider how these projects/improvements, such as highway, rail and public realm works, could be used to deliver flood risk/surface water management benefits. Similarly measures that would provide benefits to the environment, including the protection/enhancement of biodiversity, habitats, water quality and watercourses, will be considered.

## Policy DS4: Flood Risk Management and Sustainable Drainage

1. Development proposals which are or will be within a flood risk zone:
  - a. Will be accompanied by a flood risk assessment that considers all sources of flooding;
  - b. Will:
    - i. Locate more vulnerable uses in the area of the proposal least at risk; and
    - ii. Provide a safe access and egress route away from the flood risk (i.e. to flood zone 1) during a design flood event;
    - iii. Or provide a clear justification as to why these requirements are not practical, viable or appropriate in planning and design terms.
  - c. Will achieve an appropriate degree of safety over the lifetime of the development. The minimum safety standards are as follows:
    - i. For more vulnerable uses, the floor levels of habitable rooms will be above the design flood level, with an allowance for climate change\*. Within Flood Zone 3 the floor level must be situated above the design flood level with allowance for climate change\*, incorporating an allowance of at least 300mm for freeboard\*\*.
      01. Remain structurally sound in an extreme flood event;
      02. Provide appropriate flood resistance / resilience measures to the extreme flood level;
      03. Not generate an increase in flood risk elsewhere;
      04. Provide a flood plan, which covers methods of warning and evacuation;
      05. Provide an appropriate safe refuge above the extreme flood level if criterion 1bii is not met.
    - ii. For all uses the development will:

\* This is to ensure that floors must be set above the 1 in 200 annual probability event level plus climate change

\*\* Freeboard is an allowance to take account of: (i) physical processes that affect the defence level, that have not been allowed for in the design water level and (ii) adverse uncertainty in the prediction of physical processes that affect the defence level  
Further technical information and definitions for this policy are included in Appendix 4

2. For all new development, the Council will require new impermeable areas to be drained via SuDS. This will ensure the risk of surface water flooding is not increased onsite or elsewhere. Under no circumstances will surface water be permitted to discharge into a separate foul sewer or sewerage system. Surface runoff that cannot be discharged into the ground, a surface water body or a surface water sewer or local highway drain, must be discharged to a public, combined sewer system.

### POLICY LINKAGES – FLOOD RISK & SUSTAINABLE DRAINAGE

<b>CORE STRATEGY DPD</b> <b>Strategic Objective: 15</b>	<b>Policies:</b> KP1, KP2, KP3, CP4
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM6
<b>SOUTHEND CENTRAL AAP</b> <b>Objective: 5</b>	<b>Policies:</b> PA1, PA2, PA3, PA4, PA5, PA6, PA7, CS1, PA8, PA9

\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.

## 4.11 Transport, Access and Public Realm

- 123 The level of regeneration and growth proposed for Southend Central Area will have an effect on the strategic transport network. The Transport, Access and Public Realm Strategy (Appendix 5), together with this Policy (DS5), seek to improve transport, access and connectivity, building on the approach set out within the Core Strategy and the Local Transport Plan (LTP).
- 124 This will be supported by a coordinated, sustainable public realm that addresses the principles of the Streetscape Manual SPD to create an attractive, inclusive environment for walking and cycling, improving the setting of, and links to, the Policy Areas and Opportunity Sites, and well-defined access points and gateways to the town centre and central seafront area, supported by accessible and well signed car parking servicing the entire SCAAP area. **Map 5: SCAAP Car Parking, Access and Public Realm** depicts the existing parking network, traffic information signs and information hubs, and as well as future public realm and access improvements to enhance connectivity within and through the Southend Central Area.
- 125 In respect of the public realm, there are instances in the Central Area where backs of buildings face onto the public areas, but have blank facades and are visually inactive thus creating a negative environment, particularly for pedestrians. Within the Central Area therefore, the Council will seek to encourage visually active frontages, particularly in specific locations identified on the Policies Map, in order to promote an enhanced urban environment.
- 126 The SCAAP has been used as a key evidence document to support the Council's priorities in the **South East Local Economic Partnership's (SELEP) Strategic Economic Plan and Growth Deal**, identifying funding priorities within Southend and the wider Thames Gateway South Essex (TGSE) sub-region.
- 127 There have already been positive outcomes from this, including funding for road and public realm improvements<sup>12</sup> within Southend Central Area to support the delivery of housing and economic growth, and as the SCAAP progresses it will be utilised to identify further opportunities for funding and partnership working. Specific schemes and projects are identified in the Implementation Section of this Plan.
- 128 With a low rate of car ownership in Southend Central Area there is a need and opportunities along access routes to allow other measures to be implemented that facilitate the use of sustainable transport modes, such as cycle lanes and bus priority measures, which will be implemented through the Local Transport Plan and associated strategies, together with linked improvements to the quality of the public realm.

---

<sup>12</sup> South East Growth Deal

- 129 Improving signage will aid way-finding, promote ease of movement through Southend Central Area and should encourage more linked trips, highlighting linkages between the town centre and central seafront area, as well as between Southend Central Railway Station, Southend Victoria Railway Station and bus interchange, and the travel centre. They will also aid drivers in finding the most appropriate car park for their journey purpose and inform them of the availability of spaces. This will be particularly important for visitors to the town unfamiliar with the local road system. **Map 6: SCAAP Public Transport and Access** shows the public transport network within Southend Central Area.

### Approach to Car Parking Management

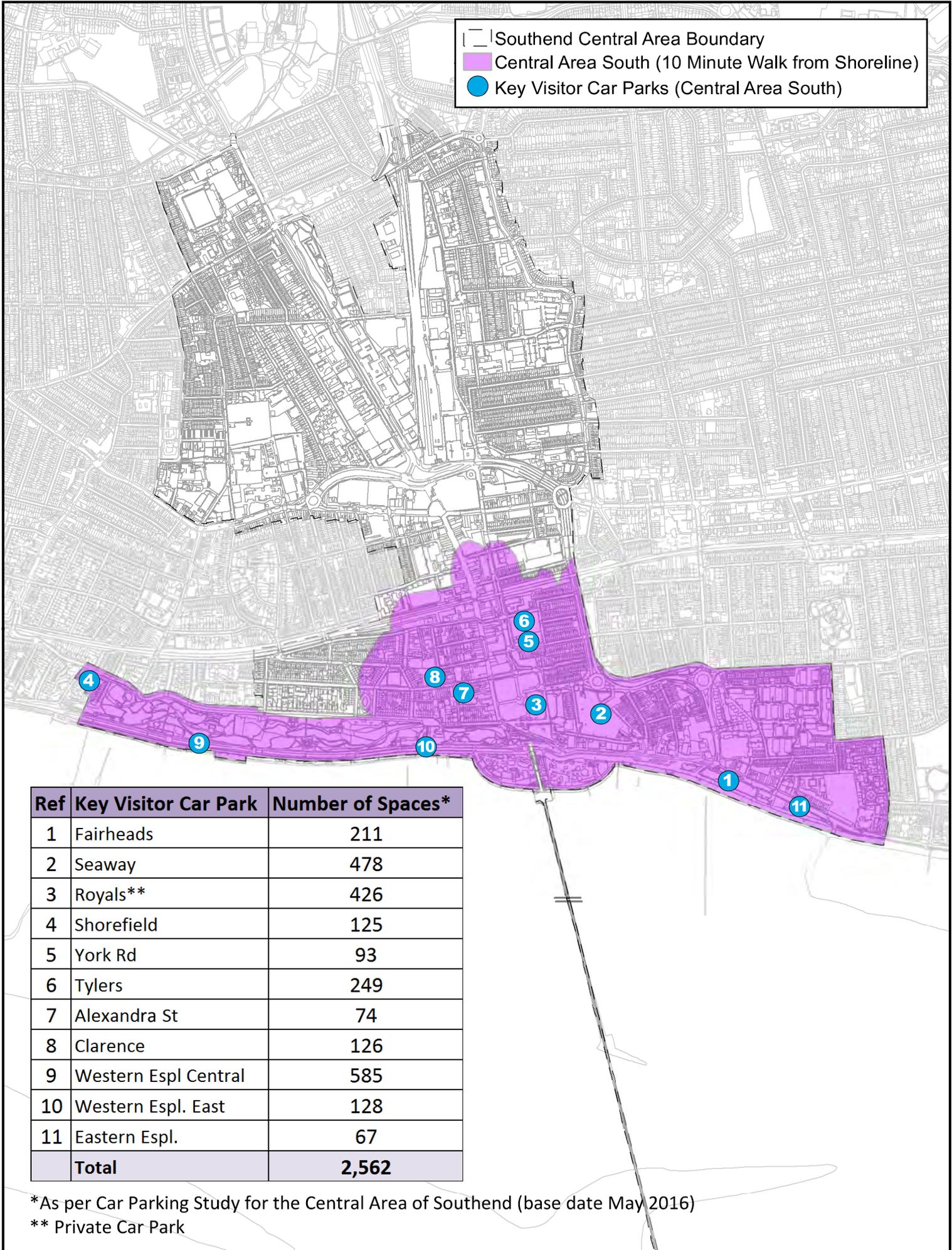
- 130 Well informed and effective parking management techniques are likely to contribute towards an efficient transport network in and around the SCAAP area, ensuring that visitors are directed to convenient and accessible parking areas to access the many facilities and services that the town centre and central seafront area have to offer and helping to mitigate the negative impacts of congestion. To assist with development of this approach, Southend Borough Council commissioned a Car Parking Study (the 'Study') for Southend Central Area.
- 131 The Study reviews current and future car parking provision in Southend Central Area. It sets out the performance of the existing parking network, and the potential impact of development proposals on the network. It also assesses the economic importance of parking in Southend Central Area based on a recent survey of shoppers. As a result it provides a good indication of modes of travel and associated spend within Southend Central Area. It reveals that all visitors, including those who travelled by car, bus, train, cycle or walk, contribute to the local economy by spending in Southend Central Area. It also shows that generally car users spend more but visit less often than other mode users.
- 132 The Study found that the Southend Central Area parking network rarely exceeds 85% occupancy. On the busiest day of 2015 (a Saturday in August) the peak network demand in Southend Central Area was 87% occupancy from 15:00 to 16:00. At all other times, demand was below 85%. It did identify however that there is a clear imbalance in the Southend Central Area parking network at periods of peak demand, with car parking to the south of the central area experiencing overcapacity issues, while car parking to the north has available spare capacity. Overall, the Study shows that parking areas to the south of Southend Central Area were busiest, and exceeded 85% occupancy on one in every ten days between May 2015 and April 2016.
- 133 The Study also considered the impact of the proposed indicative development outlined in the SCAAP Opportunity Sites, as well as approved planning applications (as of 1 April 2016), on car parking. It revealed that the additional parking expected to be provided by development in Southend Central Area, supported by existing network provision, is likely to accommodate future demand for car parking generated in the plan period up to 2021. However, this is indicative only and further work will be needed, in the light of

the Study, to ensure that parking supply is carefully balanced between the car parks and development sites north and south of the Central Area.

- 134 It is considered, therefore, that collectively the car parks located in Southend Central Area have the potential to serve both the Town Centre and Central Seafront, facilitating linked trips and increasing the potential for associated shared spend. Nevertheless it is also recognised that those car parks which are approximately 10 minutes' walk from the shoreline (south Central Area, i.e. those generally located south of the central railway line) are better positioned to provide more direct and convenient access to the Central Seafront area, which is the focus of the tourism and leisure resort.
- 135 There are 3,142 publicly available paid for car parking spaces to the south of the central area, within approximately 10 minutes' walk from the shoreline (see Appendix 9), serving both the seafront and southern parts of the Southend Central Area. 2,562 of these spaces are located in publicly available key visitor car parks (Table 5). As a result of the peak capacity issues, as identified by the Study, and to support the vitality and viability of the central seafront area, it is expected that there will be no net loss of key visitor car parking to the south of the Central Area. Given the constraints and limited land availability of the Central Area, opportunities to increase car parking to the south will be limited, however where viable and feasible, the Council will seek further provision in association with development. One example of this is the New Southend Museum (Opportunity Site CS1.4), which has planning permission for approximately 220 public car parking spaces.
- 136 Furthermore the SCAAP will also seek to ensure that the existing traffic management network is as efficient and effective as possible to manage these periods of peak usage of the road network and car parks. Car parking demand within the SCAAP network will be managed through a combination of the following measures:
- ensure there is no net loss in key visitor car parking to the south of the Central Area (for the purposes of policy DS5.2.b, these are the key visitor car parks (Table 5) located within 10 minutes' walk of the shoreline (see Map 4)), and to maintain overall capacity at a level that supports the vitality and viability of the SCAAP area, and enables the delivery of relevant Opportunity Sites;
  - Seek to rebalance the discrepancies of parking supply and demand to the north and south of the Southend Central Area by acting on the outcomes of the Study;
  - application of Policy DM15 of the Development Management Document, particularly in respect to the requirements for transport assessments, travel plans and parking standards;
  - the use of Smart technology providing up to date customer information and enhancing Variable Messaging Signs (VMS), detailed below, to direct visitors to the car parks with appropriate capacity within the overall car parking network for the SCAAP area;
  - significant improvements to the public realm and car parks, to create a safe and pleasant environment in which to park a vehicle, in combination with well-signed

routes, enhanced pedestrian links with good legibility to and from different parts of the SCAAP area, particularly between the Town Centre and Central Seafront;

- flexible, responsible and differential competitive pricing arrangements for car parking within the overall SCAAP network to provide consumer choice and options, taking account of demand, as well as convenient ways to pay for and top up parking;
- keep car parking capacity and demand under review to ensure that this capacity remains at a level to assist economic growth and regeneration;
- deliver strategic junction and transport improvements to improve vehicle circulation and the promotion and implementation of sustainable transport measures.



Ref	Key Visitor Car Park	Number of Spaces*
1	Fairheads	211
2	Seaway	478
3	Royals**	426
4	Shorefield	125
5	York Rd	93
6	Tylers	249
7	Alexandra St	74
8	Clarence	126
9	Western Espl Central	585
10	Western Espl. East	128
11	Eastern Espl.	67
	<b>Total</b>	<b>2,562</b>

\*As per Car Parking Study for the Central Area of Southend (base date May 2016)

\*\* Private Car Park

- 137 Development proposals that come forward on key visitor car parking areas to the south of the Central Area (as defined by Map 4) will need to ensure that there is no net loss within the key visitor car parks as identified in the SCAAP (policy DS5.2.b) and Table 5. Any planning application would need to be accompanied by a detailed transport assessment that would include an analysis of the impact of the additional parking demand generated by the proposed development on the identified key visitor car parks, having regard to adopted parking standards, linked/combined existing trips, availability of parking in other convenient locations, and opportunities for further mode shift through the travel plan process. Any change in parking provision as a result of major redevelopment must not undermine the resort's ability to accommodate visitor trips, recognising the peaks and troughs of demand for car parking.

Table 5: Key Visitor Car Parks to the south of the Central Area within the area identified by Map 4\*

Key Visitor Car Park	Number of Spaces*
Fairheads	211
Seaway	478
Royals**	426
Shorefield	125
York Road	93
Tylers	249
Alexandra Street	74
Clarence	126
Western Esplanade Central	585
Western Esplanade East	128
Eastern Esplanade	67
<b>Total</b>	<b>2,562</b>

\*As per Car Parking Study for the Central Area of Southend (base date May 2016)

\*\* Private Car Park

### Variable Messaging Signs and Managing Car Parking and the Network

- 138 An extension of the existing car park Variable Messaging Signs (VMS), or updated technology, is encouraged to direct drivers to the most convenient car park and avoid unnecessary circulating traffic. This may be particularly beneficial, together with the promotion of other sustainable travel modes, during seasonal visitor peaks where parking is at greater demand, such as the summer months and during December. Improving access to a number of the SCAAP car parks by managing the road network will provide enhanced access to and between SCAAP car parks and help reduce traffic circulating through the town centre and Central Seafront.

## Policy DS5 – Transport, Access and Public Realm

1. In order to improve access to, from and within Southend Central Area through the implementation of the Opportunity Sites and Policies within this Plan, the determination of planning applications and other initiatives, and partnership working, the Council will:
  - a. Provide strategic junction improvements to improve vehicle circulation and to accommodate inward investment and growth;
  - b. Seek to better manage demand on the road network leading to, from and within the SCAAP area safely, and balance this with the needs of other modes, particularly where this would give greater reliability to road users and priority to pedestrians, cyclists, public transport users and other vulnerable road users;
  - c. Implement sustainable transport measures in line with the Transport, Access, and Public Realm Strategy as set out in Appendix 5;
  - d. Have regard to Policy DM15 of the Development Management Document, particularly in relation to sustainable transport measures, travel plans, transport assessments, parking standards and the provision of facilities for charging electric vehicles and other ultra-low emission vehicles;
  - e. Work with bus operators to encourage more users through a programme of bus priority measures, encouraging non-car trips to the SCAAP area, and enhance services later into the evening to serve the night time economy;
  - f. Ensure bus priority measures enhance the A13 passenger transport corridor and the connections with London Southend Airport and the seafront, focusing on the Queensway dual-carriage way junctions at London Road, Southchurch Road and Seaways;
  - g. Improve the quality of existing and promote the creation of new pedestrian and cycle priority routes to improve access to the SCAAP area, considering the potential for mixed-mode or segregated priority routes where appropriate;
  - h. Improve gateway crossings for pedestrians at key locations on Queensway dual carriageway and routes into the SCAAP area from surrounding neighbourhoods;
  - i. Encourage businesses to provide appropriate service and delivery arrangements and minimise their environmental impact; working with the freight industry and logistics to implement more efficient use of vehicles in terms of guidance, zoning and delivery timetables and this can be set out in a freight management plan;
  - j. Review signage and implement an integrated signage strategy for vehicles, buses, freight, pedestrians and cyclists, including its integration with public art where possible, ensuring signage is kept to a minimum and appropriately scaled and sited to avoid cluttering the streetscape. Make full use of technology to facilitate the shift to sustainable transport modes;
  - k. Ensure street lights are maintained, CCTV is prominently sited, and public transport and taxis operate after dark to help improve the perception of safety within Southend Central Area;
  - l. In order to promote and reinforce local distinctiveness, ensure all public realm improvement works, including those outlined in the relevant Policy Areas, seek to provide a coordinated palette of materials, facilitate a reduction in street clutter, consider the needs of all users, including vulnerable and disabled users, the provision of additional seating where appropriate to provide resting places, and have regard to

- guidance within the Design and Townscape Guide and Streetscape Manual;
- m. Encourage visually active frontages through the installation of public art, green walls, well detailed signage, and appropriately placed windows and entranceways to enliven blank frontages, as defined on the Policies Map;
  - n. Improve road safety and the quality of the environment by introducing traffic calming and related measures within predominantly residential areas as appropriate.

2. In order to support the vitality and viability of the SCAAP area the Council will:
- a. Maintain parking capacity\* within Southend Central Area at a level that supports vitality and viability and does not undermine the Central Area's ability to accommodate visitor trips, whilst enabling the delivery of relevant opportunity sites;
  - b. Require any development proposals that come forward on key visitor car parking areas in the south of the Southend Central Area (as identified in Table 5 and Map 4) to ensure that there is no loss of key visitor car parking; any planning application in these areas would need to be accompanied by a detailed transport assessment that would include an analysis of the impact of the additional parking demand generated by the proposed development on the identified key visitor car parks, having regard to:
    - Adopted parking standards;
    - Consideration of the extent to which linked/combined trips and opportunities for further mode shift through the travel plan process will reduce the need for additional publicly available car parking spaces;
    - Availability of parking to the south of the Central Area within the area shown in Map 4; and
    - The need for any replacement parking to be provided within the area shown in Map 4, where it should be secured through a planning condition or obligation as part of the overall development scheme or through another means acceptable to the Council.
  - c. Seek to rebalance the discrepancies of parking supply within Southend Central Area by acting on the outcome of the Parking Study and work with private car park owners and operators to ensure maximum usage of car park capacity;
  - d. Assess the costs and benefits of an extension to the existing VMS scheme, or updated technology to enable real-time direction of drivers to the most appropriate car park for their destination based on proximity and available capacity, avoiding unnecessary circulating traffic, and by giving consideration to the management of the road network and access points to car parks;
  - e. Improve the information available about the range of parking and sustainable travel options for visitors to Southend, including improvements to the Council website and through working with local businesses;
  - f. Seek to relieve the pressure on the more well-used car parks at peak times and encourage use of less occupied car parks through a combination of dynamic signage, competitive pricing and pre-journey information;
  - g. Ensure pedestrian routes to and from public car parks, railway stations and other public transport interchanges are direct, well-lit and signposted, benefiting from a high quality public realm that links well with main areas of interest;
  - h. Ensure new and existing car parks add to the overall aesthetic quality of an area through such measures as landscaping, green walls, public art, pedestrian walkways

and pedestrian permeability, as well incorporating innovative layouts to reduce visual impact and effect on key views within and to Southend Central Area.

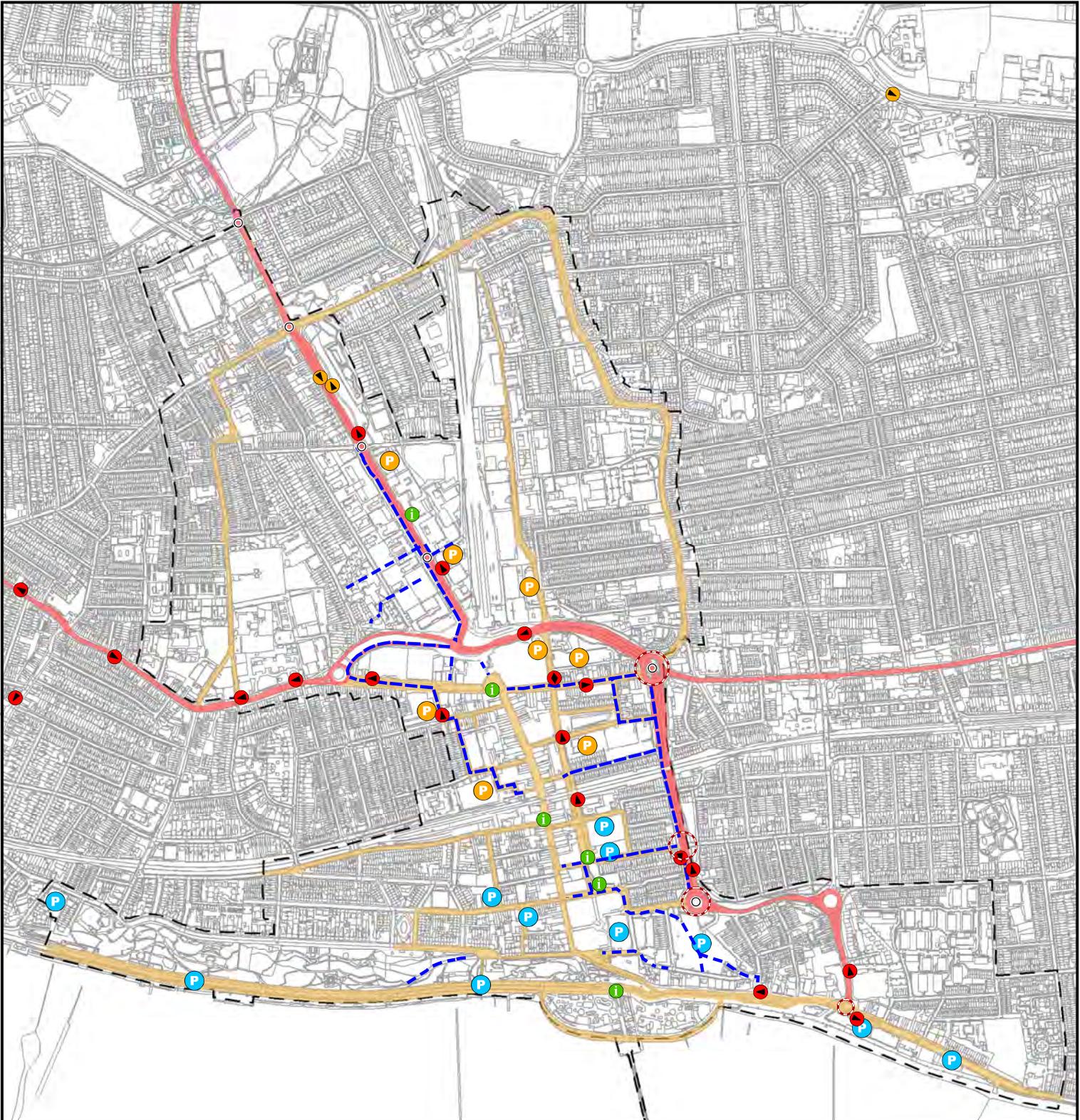
*\*Parking capacity includes provision for cars, motorcycles, taxis, bicycle and Blue Badge holder provision*

3. The Council will work in partnership with key stakeholders to improve transport infrastructure and access in Southend Central Area, and to secure funding for transport and public realm improvements.

#### POLICY LINKAGES – TRANSPORT, PUBLIC REALM

<b>CORE STRATEGY DPD</b> Strategic Objectives: 9, 10, 14	<b>Policies:</b> KP2, KP3, CP3, CP4
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM15
<b>SOUTHEND CENTRAL AAP</b> Objectives: 3, 4	<b>Policies:</b> PA1, PA2, PA3, PA4, PA5, PA6, PA7, CS1, PA8, PA9
<b>Local Transport Plan 3 (refresh)</b>	<b>Policies:</b> LTP Policy 2, LTP Policy 4, LTP Policy 21

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*



**Southend Central Area Boundary**

[-] Southend Central Area Boundary

**Parking**

- P Key Visitor car parking (South)
- P main off street car parking (North)

**Variable Message Signs**

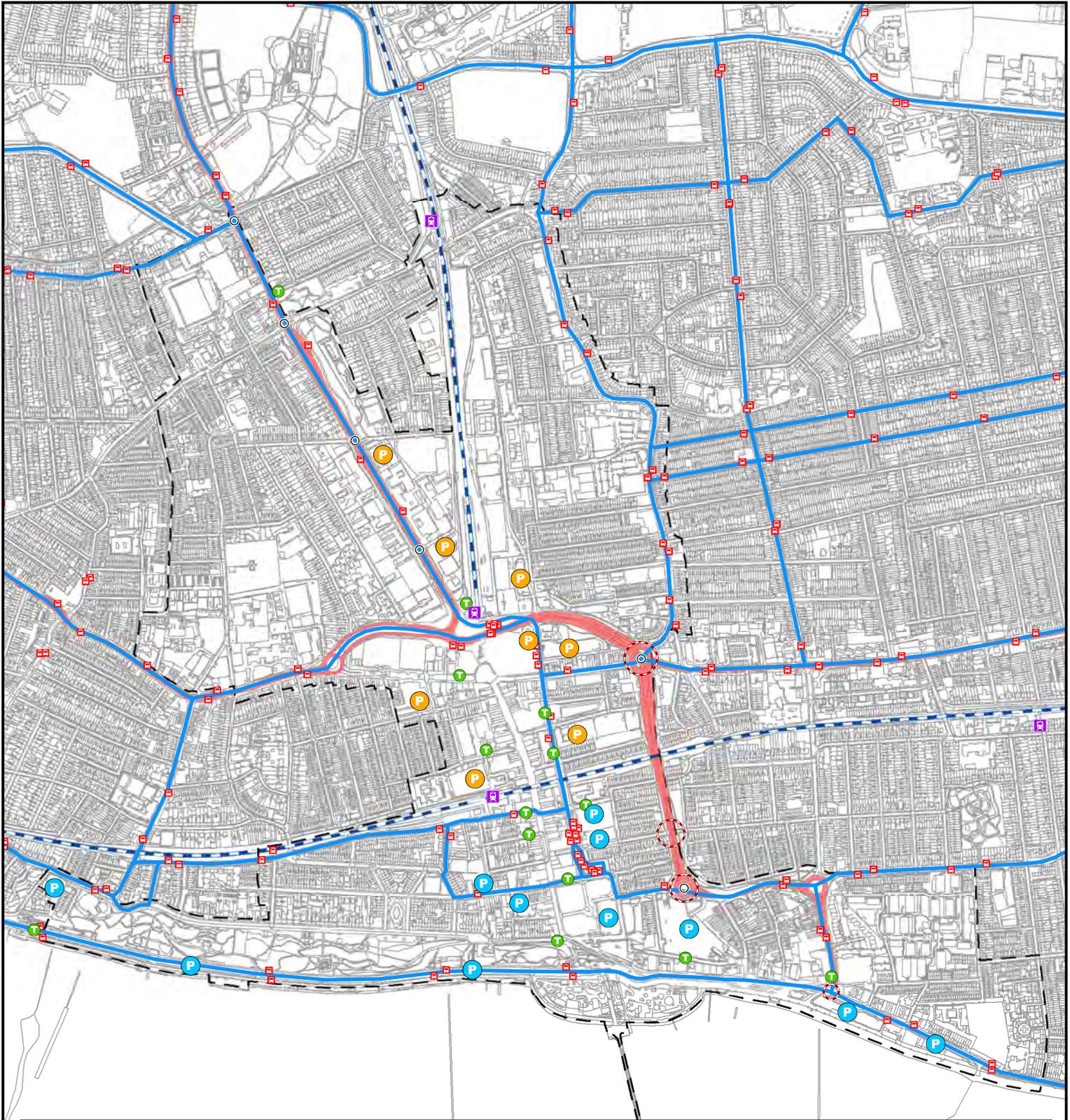
- Parking Information
- ◐ Parking Information - 2 Sided
- Traffic Information

**Information**

- I Information Hubs For Pedestrians

**Movement and Activity**

- Key Public Realm Improvement
- - - Improved Pedestrian Routes
- - - Improved Gateway Access for Pedestrians
- Main Route Network - Crossing and Environmental Improvements
- Proposed Strategic Junction Improvement



**Southend Central Area Boundary**

— Southend Central Area Boundary

**Parking**

-  Key Visitor car parking (South)
-  main off street car parking (North)

**Taxi Ranks**

-  Taxi Rank

**Public Transport and Access**

-  Railway Station
-  Railway Line
-  Bus Stop
-  Bus Route - Road served at least 5 days a week
-  Improved Gateway Access for Pedestrians
-  Main Route Network - Crossing and Environmental Improvements
-  Proposed Strategic Junction Improvement

## 4.12 Infrastructure Provision

### Central Area Infrastructure

- 139 Infrastructure will be required to support and, in some cases, enable the scale and location of growth set out in the Core Strategy. This includes the delivery of a significant number of new dwellings and jobs in the Central Area, which is expected to result in a notable increase in population. It is important that these residents have access to facilities and services and that these are in convenient locations to minimise the need to travel, creating sustainable communities.
- 140 The infrastructure types and projects vary, but include: education, health, transport, social and community facilities (such as museums, libraries and community buildings), flood risk management (see Policy DS4), utilities (such as water, gas and electricity), green infrastructure and open space/public realm (see section 4.7 and Policy DS5). All have been taken into account within the Southend Infrastructure Delivery Plan (IDP). Recent examples of new provision include a new Care Commissioning Group (CCG) facility at North Road, a new library at the Forum, the Royal Pavilion on the pier, the Beecroft art gallery and Prittlewell Chapel.
- 141 The IDP is produced to identify the range of infrastructure types and projects required to support growth. Importantly it identifies likely funding sources, delivery agents, timescales and priorities, and forms an important supporting document in relation to the Council's Community Infrastructure Levy (CIL) Charging Schedule. The document was produced through collaboration with key partners and infrastructure providers, and will be updated, where necessary, to reflect project delivery and change.
- 142 The mechanisms for requiring and encouraging infrastructure delivery include adopted planning policy, planning conditions, S106 agreements and planning contributions (via Southend Planning Obligation – A Guide to the Section 106 and Developer Contributions SPD); and the CIL. These mechanisms are broadly set out in the Core Strategy and CIL documents, and for this reason are not repeated.
- 143 Education: it is considered that the planned population growth in the Central Area will be accommodated via the expansion of existing schools, however, it is recognised that there may be a need for additional schools, and this will be kept under review. Consideration will be given to the provision of additional education facilities based on an assessment of expansion needs when and where appropriate development opportunities arise, particularly in the Sutton and Victoria Gateway Neighbourhoods.
- 144 Higher and further education is a key driver in providing economic and social benefits. The Council will support the expansion of higher education facilities in the Central Area through the continued development of South Essex College and The University of Essex's Southend campus to consolidate the role of Southend as an educational centre of excellence.

- 145 Health: the IDP identifies a need for new and enhanced GP floorspace provision in the Central Area, including extension, reconfiguration, refurbishment and re-equipping of surgeries.
- 146 Transport: opportunities identified in the IDP for local public transport measures (such as bus interchanges and stops, real time systems), local walking and cycling measures (such as cycle network upgrades and cycle parking), local traffic management and highway network measures (including minor junction modifications and local bus priority schemes), and local traffic control systems (upgrades to control systems and junctions).
- 147 Social and Community Facilities: all Policy Areas may provide opportunities for new and improved social and community facilities, particularly Victoria and Sutton Gateway Neighbourhoods. Regeneration in the Queensway and Warrior Square Policy Areas will also provide opportunity for further provision of social and community infrastructure, where feasible. The IDP identifies provision for a new museum on Western Esplanade (see Policy CS1 and Opportunity Site CS1.4).
- 148 Public Realm: future phases of the City Beach and Victoria Gateway public realm schemes are identified by the IDP as an infrastructure need within the Central Area (see Policy CS1). It also recognises the limited provision of children's play equipment in the Central Area, identifying opportunity for future provision in Warrior Square Gardens.
- 149 Utilities: Water companies are subject to a statutory duty to 'effectually drain' their area. This requires them to invest in infrastructure suitable to meet the demands of projected population growth. It has been demonstrated to the satisfaction of the Environment Agency and Natural England, that Southend Waste Water Treatment Works has adequate capacity to accommodate the Core Strategy growth targets to 2021 and beyond. However, developers will need to consider the effect of their development on the capacity of the local waste water network. Proposals will need to demonstrate that they will not overload this.
- 150 There is statutory provision for developers to fund additional sewerage infrastructure required to accommodate flows from a proposed development. Adequate sewerage infrastructure should be in place to serve the area before development progresses. Developers should seek pre-planning advice from Anglian Water at the earliest opportunity to ensure appropriate provision is made. Further details and useful guidance can be found on Anglian Water's website.
- 151 New development will require separate foul and surface water drainage/sewerage, as drainage of surface water to foul sewers is a major contributor to sewer flooding. Provision should be made for surface water to drain to SuDS systems (refer to Policy DS4).
- 152 In terms of water supply and sewerage, developers will be required to pay the infrastructure provider for any mains diversions resulting from development proposals.

POLICY LINKAGES – INFRASTRUCTURE	
<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 2, 4, 9, 13	<b>Policies:</b> KP1, KP2, KP3, CP3, CP4, CP6, CP7
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM2, DM14
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 8, 10	<b>Policies:</b> DS5, PA1, PA2, PA3, PA4, PA5, PA6, PA7, CS1, PA8, PA9
<b>COMMUNITY INFRASTRUCTURE LEVY</b>	Charging Schedule A guide to S106 and developer contributions Infrastructure delivery plan

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*



## Part C: Policy Areas and Opportunity Sites

### 5 Policy Areas and Site Allocations

---

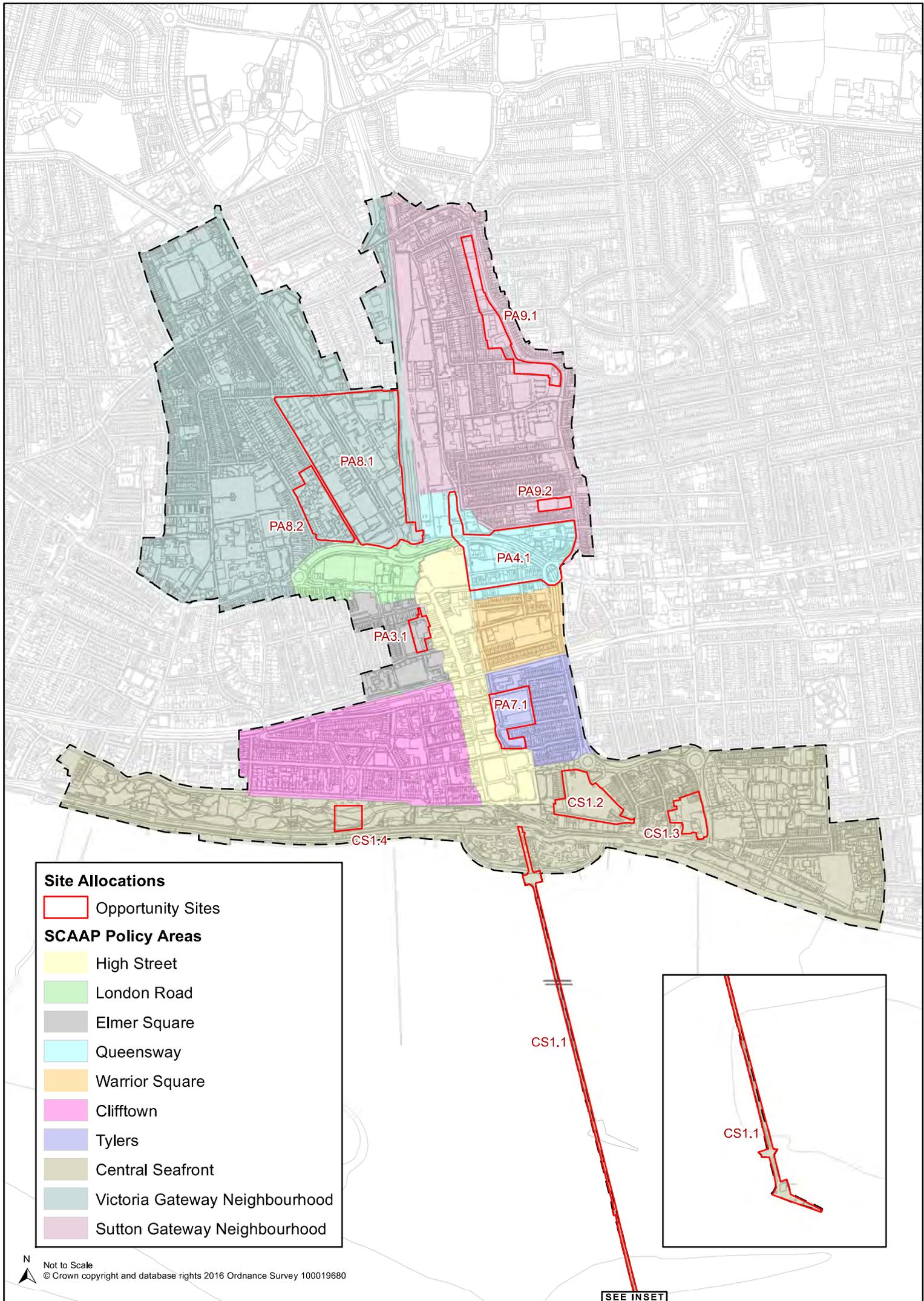
#### 5.1 Introduction

- 153 This section introduces the Policy Areas and their key Development Principles. Some of these Policy Areas contain allocated sites, comprising of Opportunity sites that establish parameters for development in specific locations. These sites are considered to be deliverable, at least in part, by 2021, the end of the SCAAP's plan period.
- 154 The boundary of each Policy Area and Site Allocation can be viewed on the **Policies Map** and **Map 7**.
- 155 Any planning application proposed in the SCAAP area on any site would be determined on its merits taking, into account adopted and emerging planning policies and any other material considerations.
- 156 The policies are not explicit on the precise quantum of development, which leaves flexibility as development proposals come forward. Nevertheless, the scope for development, suitable uses and the deliverability of proposals is explored and presented in this section.
- 157 Applicants should demonstrate that they have considered and responded to the range of uses and site specific guidance identified in the policies in preparing their planning applications.
- 158 Informal planning guidance in the form of Master Plans or Development Briefs may be prepared for individual Policy Areas and Opportunity Sites, as necessary and appropriate, to provide greater clarity and further guide delivery and implementation.

Table 6: 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

# Map 7 - SCAAP Policy Areas and Opportunity Sites



## 5.2 High Street Policy Area

### Aims

The High Street, along with The Victoria and The Royals shopping centres, will form part of a vibrant and successful Town Centre Shopping Area, being the destination of choice within the sub-region.

A vibrant and viable Town Centre will be complemented by a variety of town centre uses, such as cafes and restaurants (particularly around new and improved public spaces), which enhance the experience for visitors, residents and workers and extend the economy throughout the day and into the evening.

The High Street will act as a spine for the Central Area, providing safe, quality pedestrian links to the adjoining policy areas, in particular the seafront.

### Overview

- 159 The High Street is almost 800 metres in length and contains multiple retail outlets interspersed with cafes, restaurants, coffee bars, banks and building societies. It is anchored in the north by The Victoria Shopping Centre and in the south by The Royals Shopping Centre where, via Pier Hill, there is a continuous link to the **Central Seafront Policy Area**. It is also linked to the London Road Policy Area and the opportunities identified within Policy PA2 for street market provision and public realm enhancements will connect to the High Street.
- 160 The High Street, along with The Victoria and The Royals shopping centres, falls within the Town Centre Primary Shopping Area, which is a sub-regional comparison shopping destination and the first preference for all forms of retail and town centre uses within Southend.

## Policy PA1: High Street Policy Area Development Principles

1. The High Street forms part of the Primary Shopping Area. The Council will support retail and Town Centre uses that contribute to the vitality and viability of the centre in accordance with Policy DS1.
2. Development proposals that would assist delivery of the following will be supported in principle:
  - a. a net increase in dwellings, including live-work units, above existing or new commercial development, where appropriate;
  - b. the conservation and restoration of historic shopfronts (including frontages of townscape merit) in line with Policy DM5 of the Development Management Document;
  - c. mixed-use development with active ground floor frontages;
  - d. the provision of active frontage on the southern façade of The Royals Shopping Centre;
  - e. the introduction of additional A3 cafes and restaurants, subject to the provisions of **Policy DS1: A Prosperous Retail Centre**
  - f. energy efficiency, as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
3. The Council will seek to conserve existing landmarks and landmark buildings and ensure new development respects their views, setting and character, in line with **Policy DS2: Key Views and Policy DS3: Landmarks and Landmark Buildings**.
4. In order to enhance the High Street experience, the following public realm improvements will be promoted as development opportunities arise, addressing the principles of the Streetscape Manual where applicable:
  - a. transforming and enhancing the existing public space at Victoria Circus, enabling flexibility in its design and layout for public events;
  - b. encourage visually active frontages, through public art, green walls, and architectural fenestration to buildings on Queensway dual carriage way;
  - c. enhancing the public space to the High Street either side of the railway bridge, including a creative lighting scheme;
  - d. further connect the Town Centre to the Central Seafront Policy Area:
    - i. by a series of multi-level public spaces, including an upper level public piazza (as referred to in Policy Area CS1.3.b);
    - ii. through improved signage and public art provision;
  - e. maintain and improve the High Street as public space for pedestrians by providing quality landscapes and streetscapes, pursuing urban greening projects, including improved landscaping, green walls and roofs, tree planting, improved lighting and integrated signage, in order to create an attractive, coordinated public realm with opportunities for outside seating areas to cafes/restaurants to enliven the streetscene;
  - f. pedestrianisation and enhancement of a number of the High Street's inter-linking access ('stub') roads, supporting access to car parks, green space, retail and surrounding neighbourhoods;
  - g. at key junction points, create a strong public realm to emphasise the intersection of east-west routes.

POLICY LINKAGES – HIGH STREET	
<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 1, 4, 5, 8, 14, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP1, CP2, CP4
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM5, DM7, DM8, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 12	<b>Policies:</b> DS1, DS2, DS3, DS4, DS5, PA2, PA3, PA4, PA5, PA6, PA7, CS1, PA8, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

### 5.3 London Road Policy Area

#### Aims

The London Road Policy Area will be a vibrant gateway to the Town Centre, providing high quality office space, shops, cafes/restaurants, and homes above street level. This will be complemented by public realm enhancements, public art installations, creative lighting, and landscaping to create a pedestrian-priority public space with opportunities for outside seating to cafes/restaurants and a street market.

Permeability for pedestrians and cyclists will be enhanced at this key gateway and interchange to the town centre, including improved links to/from the Victoria Gateway Policy Area as part of the 'Victoria Gateway' public realm improvement scheme.

#### Overview

- 161 The Policy Area, as defined on the Policies Map, is one of the main entry points to the Town Centre and High Street and is characterised by a varied architecture dominated by the Odeon Cinema and Sainsbury's food store, both of which present blank, 'inactive' frontages onto the Queensway dual carriage way. There is opportunity for this to be addressed within any development proposals to ensure that active frontages are created, including opportunities for public art and landscaping as well as enhancement to the facades of existing buildings.
- 162 London Road has transformed in recent years into a vibrant area of cafés and restaurants that, together with the cinema and shops, provides day time and evening attractions. Consequently there is significant pedestrian activity in the area including movements to and from the High Street. Forming part of a future phase of the Victoria Gateway scheme, there is opportunity to improve pedestrian and cycle links to and from London Road and Queensway dual carriageway and the Queensway Policy Area, public transport interchanges, and links with Elmer Square Policy Area.
- 163 There is a principal taxi rank in London Road which serves the Town Centre. The width of the road also encourages the circulation of private cars; there is potential for this to be established as a pedestrian-priority space, retaining provision for the taxi rank

within the Policy Area in consultation with taxi providers.

### Policy PA2: London Road Policy Area Development Principles

1. The Council, through its role in determining planning applications and other initiatives, will:
  - a. promote Town Centre uses that deliver the aims for the Policy Area and support the vitality and viability of the town centre, including leisure, retail floorspace, cafes/restaurants, office and residential (to upper floors);
  - b. encourage visually active frontages, through public art, green walls, and architectural fenestration to buildings on Queensway dual carriage way;
  - c. support development proposals that promote the provision of a street market on a new pedestrianised length of London Road, which connects well with the High Street;
  - d. support the provision of additional Higher and Further Education facilities based on an assessment of the expansion needs of the University of Essex and South Essex College;
  - e. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - f. seek to ensure that new development respects the views, setting and character of landmark buildings located near to the Policy Area, in line with **Policy DS3: Landmarks and Landmark Buildings**.
2. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:
  - a. pedestrianisation of the eastern end of the London Road, linking with the pedestrianised High Street, to provide an attractive, coordinated public realm with opportunities for outside seating areas to cafes/restaurants to enliven the streetscene, with priority also given to cyclists;
  - b. relocation of taxi facilities to west of College Way on London Road, its location and facilities to be determined in consultation with taxi providers;
  - c. short and direct access maintained to the University Car Park, College Way, via London Road;
  - d. junction improvements at Queensway dual carriageway / London Road to improve pedestrian and cycle crossing;
  - e. provision for new/ improved pedestrian/ cycle priority link as identified on the Policies Map;
  - f. pursue urban greening projects including improved landscaping, green walls and roofs, and tree planting, with new/ improved open space at Queensway dual carriageway;
  - g. seek provision of public art and integrated signage that combine with more traditional signage to signal entry to the Town Centre from Victoria Gateway and facilitate clear way-finding to improve legibility and pedestrian access, together with further improvements to the public realm and accessibility as part of the Victoria Gateway public realm improvement scheme.

POLICY LINKAGES – LONDON ROAD	
<b>CORE STRATEGY</b> <b>Strategic Objectives:</b> 1, 4, 5, 8, 14, 15	<b>Policies:</b> KP1, KP2, KP3, CP1, CP2, CP4
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM7, DM8, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 9, 10	<b>Policies:</b> DS4, DS5, PA1, PA3, PA4, PA8

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.4 Elmer Square Policy Area

### Aims

Elmer Square will be the heart of the educational hub in Southend, providing state of the art library and learning facilities set within a quality public realm with integrated pedestrian links with the High Street and London Road policy areas.

Ground floors of all buildings will be visually active, encouraging stronger engagement with the public space, the Forum and academic buildings and reinforcing Queens Road as a secondary shopping area.

Future development in this area will be well-designed, innovative and complementary to the Forum and phased to meet the expansion and growth needs of the University of Essex and South Essex College.

### Overview

- 164 Elmer Square is on the edge of the Town Centre in an area of transition between the High Street to the east and the residential areas to the west. The area contains a state of the art library 'The Forum' and learning facilities, and is complemented by the adjacent higher and further education campuses. Queens Road to the north of the Policy Area contains a range of popular cafes and small scale retail units and provides an important and vibrant link with the High Street.
- 165 The University Square student accommodation is situated at the northern extent of the Policy Area, providing a distinctive landmark, as well as high quality public car parking that will be maintained. The Forum, South Essex College and University of Essex Buildings are also identified as landmark buildings in Policy DS3.
- 166 Significant improvements have been made to the public realm; nevertheless, the backs of buildings on the High Street that front onto the public open space and associated service area have a detrimental visual impact.
- 167 **Opportunity Site (PA3.1): Elmer Square Phase 2** provides the opportunity to develop additional educational facilities, of a high quality design that complements the Forum and reinforces key links through the site.

### Policy PA3: Elmer Square Policy Area Development Principles

1. The Council, through its role in determining planning applications and other initiatives, will:

- promote educational and supporting uses that deliver the aims of the Policy Area;
- promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
- seek to conserve existing landmark buildings and ensure new development respects views to and from them, their setting and character, in line with **Policy DS3: Landmarks and Landmark Buildings**.

2. Planning applications for new student accommodation should be accompanied by a long term management and maintenance plan, to ensure the development has a positive impact on local amenity and the local environment for the lifetime of its use.

3. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:

- creation of new shared space along Queens Road between Elmer Avenue and the High Street;
- provision for new/ improved pedestrian/ cycle priority link as identified on the Policies Map;
- provision of public art and integrated signage and artwork to building elevations that combine with more traditional signage to signal entry to the Town Centre, the High Street and Southend Central Railway Station, where appropriate, and enable clear way-finding;
- pursue urban greening projects including improved landscaping, green walls and roofs, and tree planting.

4. The following Opportunity Site, as identified on the Policies Map, is allocated primarily for educational use (Use Class D1):

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Other potential use classes
PA3.1	Elmer Square Phase 2	NA	N/A	D1, A3, B1

*\*Planning Status as of April 2016. NA = New Allocation*

i. Within **Opportunity Site (PA3.1): Elmer Square Phase 2**, planning permission will be granted for educational and supporting uses, such as commercial studios and workspace and cafes/ restaurants to complement Phase 1 and to further reinforce Elmer Square as the heart of the learning hub.

ii. Opportunities to improve the visual appearance of the rear of buildings on the High Street that front onto the public space, and associated public realm enhancements including surfacing, lighting, landscaping and the continued provision of high quality outside public space to complement Phase 1 will also be promoted within Opportunity Site PA3.1. Efforts to further connect this area and create new vistas with the high street area will be encouraged.

POLICY LINKAGES – ELMER SQUARE	
<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 2, 4, 13, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP4, CP6
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM8, DM10, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 10	<b>Policies:</b> DS3, DS4, DS5, PA1, PA2

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.5 Queensway Policy Area

### Aims

The development of the Queensway Policy Area will be based on a long term strategy that secures the regeneration of the area to create a balanced community, supported by social and community infrastructure, and complemented by active ground floor uses to Chichester Road and the secondary shopping frontage along Southchurch Road, an enhanced public realm and landscaping as well as well-defined public and private green open spaces.

It will be residential-led and create a vibrant, sustainable neighbourhood with a distinctive character and innovative housing typologies, providing opportunities for a range of building heights and densities suitable to the location. The development will be an exemplar of successful design-led estate regeneration, based on a partnership approach.

Queensway dual carriageway will be transformed, ensuring that vulnerable road users are prioritised and that the area is safely accessible by foot and bicycle. The environment will be more user friendly with appropriately sited pedestrian and cycle crossings.

Development will reinforce Southchurch Road as a secondary shopping area and provide new employment opportunities.

### Overview

- 168 The Queensway Policy Area is dominated by a swathe of 1960s residential tower blocks. These provide redevelopment potential (including the re-provision of social housing) and associated opportunities to enhance the setting of All Saints Church (locally listed) and Porters (Grade 1 listed) heritage assets (situated just outside the SCAAP boundary). Locations such as Coleman Street will provide opportunity to re-establish urban grain (i.e. the physical form of street patterns and blocks) by providing residential development that complements existing dwellings in the streetscene.
- 169 To the north-west of the Policy Area is a retail outlet occupied by The Range on a long term lease, and the cleared site of the former Focus Youth Centre now utilised as a public car park. Given the prominence of this site if a redevelopment opportunity was to come forward there may be potential for it to be integrated within a comprehensive scheme for the redevelopment of the adjacent residential tower blocks

(see Opportunity Site PA4.1 'Better Queensway' project below).

- 170 To the south of the Policy Area is Southchurch Road (secondary shopping frontage) containing a mix of older, low rise, buildings that have a poor visual appearance. Even so, Southchurch Road plays an important role as a secondary retail and commercial frontage, and is currently a principal route for traffic entering the Town Centre from the east in order to use the car parks in and around the Chichester Road area.
- 171 Queensway dual carriageway bisects the Policy Area and acts as both a major highway approach to the Town Centre and a ring road around it. Its scale and design acts as a barrier between the Town Centre and its outlying neighbourhoods, despite this its verges are amongst some of the most significant green wedges in the Town Centre, but as green spaces they are not useable given their nature and there is opportunity to enhance these spaces.
- 172 Chichester Road currently provides access through the Queensway Policy Area to the **Warrior Square** and **Tylers Policy Areas** and a number of Town Centre car parks, as well as being the major bus access to the Travel Centre in the Tylers Policy Area. The environmental quality of Chichester Road is very poor. Chichester Road is widely used by vehicles accessing the town centre car parks. Opportunity exists to enhance pedestrian links to the High Street Policy Area via Queensway and Chichester Road.
- 173 **Opportunity Site (PA4.1): 'Better Queensway' Project**  
The Council has initiated the 'Better Queensway' project, which aims to regenerate the area that includes the large residential tower blocks and the site of the former Queensway House, now in temporary use as a public car park, to provide for modern purpose built social housing set within an enhanced local environment.
- 174 The project will improve this part of the Queensway Policy Area to form an integrated part of central Southend. It is envisaged that it will be an attractive area with a community focus that people want to visit, spend time in and live due to its improved and welcoming surroundings.
- 175 Regeneration and development of the 'Better Queensway' project will be the catalyst for wider regeneration in the Central Area, broadening the demographic and increasing the number of residents living in the Central Area, generating more activity and demand for local services. Given the scale and nature of the redevelopment project it is envisaged that approximately half of the site will be delivered during the SCAAP plan period (by 2021). The site, including any outstanding phases of development, will be reviewed during the Local Plan preparation process.
- 176 The initiative provides significant opportunity for redevelopment and regeneration to re-establish the historic urban grain and uplift the image of the area, complemented by enhancements to the carriageway and public realm and re-provision of social housing.

- 177 The project also provides the opportunity to provide for improved landscaping, and the provision of a new park, the 'Queensway Urban Park.'

#### **Policy PA4 : Queensway Policy Area Development Principles**

1. The Council, through its role in determining planning applications, masterplanning, and other initiatives, will:
  - a. promote residential and supporting uses that deliver the aims for the Policy Area;
  - b. support well-designed, sustainable buildings appropriate to the location in terms of use, scale, massing and detailed design and contribute positively to successful place making;
  - c. ensure that development will not result in a net loss of affordable housing provision, which includes the re-provision of social housing, as part of the regeneration of the area;
  - d. support proposals for well-designed refurbishment or redevelopment of retail and commercial frontages to Southchurch Road, that are compatible with the Secondary Shopping Frontage designations;
  - e. promote the provision of new social and community infrastructure, which may include facilities such as community centres and clubs, doctor and dental surgeries, and nurseries and childcare provision;
  - f. support new commercial development and community uses that provide activity to ground floor including offices to upper floors, along Essex Street and Chichester Road where they contribute to the aims for the policy area;
  - g. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - h. ensure that new development respects the views, setting and character of all designated and non-designated heritage assets, including listed and locally listed buildings in line with Policy DM5 of the Development Management Document, and landmark buildings located near to the Policy Area, in line with **Policy DS2: Key Views and Policy DS3: Landmarks and Landmark Buildings.**
2. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:
  - a. improvements to the streetscape at Chichester Road opposite Victoria Shopping Centre to enhance the setting of new and existing buildings and improve the pedestrian experience, including improved pedestrian crossing points;
  - b. improve connectivity and legibility to aid way finding and create a high quality pedestrian and cycling environment, enhancing links with the High Street, Elmer Square, Warrior Square, Victoria Station, Victoria and Sutton Gateway Neighbourhood Policy Areas;
  - c. provision of public art to enhance the urban environment, particularly to the Queensway carriageway frontage and at the junction with Sutton Road;
  - d. provision for new/ improved pedestrian/ cycle priority link as identified on the Policies Map, together with improved crossings and gateway improvements at the Queensway/Sutton Road Junction, Queensway/Short Street/Chichester Road junction in association with capacity requirements for development on the Better Queensway Opportunity Site (PA4.1);

- e. Urban Greening, including improved landscaping, green walls and roofs, and tree planting and establish the Queensway Urban Park, which sensitively addresses and enhances the setting of Porters and All Saints Church, and links well with Warrior Square Policy Area;

3. The following Opportunity Site, as identified on the Policies Map, is considered suitable primarily for residential development, supported by social and community uses and retail provision:

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Other potential use classes
PA4.1	'Better Queensway' Project	NA	1200**	D1, A1, A3

*\*Planning Status as of April 2016. NA = New Allocation*

*\*\*Half of site assumed to be delivered during SCAAP plan period (i.e. by 2021)*

- i. Within Opportunity Site (PA4.1): 'Better Queensway' Project, planning permission will be granted for comprehensive redevelopment of this site to transform it into a modern social housing-led development with supporting community and secondary town centre uses set within an enhanced local environment. The development will:
- re-establish the historic urban grain of the area;
  - fully integrate with the surrounding area through the provision of pedestrian and cycle routes to improve access and linkages;
  - incorporate climate change mitigation and sustainability measures;
  - provide for comprehensive landscaping through the creation of linked public green space and the Queensway Urban Park;
  - provide for new/improved open space fronting Chichester Road and at Coleman Street;
  - provide for a comprehensive drainage system.

#### POLICY LINKAGES - QUEENSWAY

<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 3, 4, 6, 7, 10, 13, 14, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP1, CP4, CP6, CP8
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM3, DM7, DM8, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 8	<b>Policies:</b> DS1, DS2, DS3, DS4, DS5, PA1, PA2, PA5, PA8, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken*

## 5.6 Warrior Square Policy Area

### Aims

Warrior Square will provide a tranquil contrast to the vibrant High Street area, focused on the predominantly small-scale residential character of the Conservation Area and the green quality of Warrior Square Gardens.

All buildings will be well designed to sensitively respect the setting of the Warrior Square Conservation Area in terms of detailing, scale and massing. Landscaping, tree planting and other urban greening techniques will be employed within new development to complement the existing green character of the area.

Access to Warrior Square from neighbouring policy areas and residential neighbourhoods will be enhanced and a legible network of new / improved pedestrian/ cycle priority links will be formed.

### Overview

- 178 Development within the Policy Area will need to sensitively address the setting of the Conservation Area in terms of scale, massing and detailed design. Additional residential-led development with car parking and the potential for appropriate supporting uses such as office development, particularly fronting Chichester Road, and community uses would be appropriate for the area. New development also provides the opportunity to bring activity and natural surveillance to Warrior Square Gardens.
- 179 Chichester Road presents a main thoroughfare within the Policy Area yet the quality of the streetscape is poorly defined in part, and there is scope for enhancement to be made to the public realm, such as upgrading of the footway surfaces, tree planting and public art provision, as well as pedestrian and cycle links to and from the town centre and surrounding area, particularly the Queensway Policy Area via Chichester Road and Warrior Square East.

## Policy PA5: Warrior Square Policy Area Development Principles

1. The Council, through its role in determining planning applications and other initiatives, will:
  - a. promote residential-led mixed-use development that re-establishes the urban grain and delivers the aims for the Policy Area, with active ground floor uses, including new community infrastructure such as doctor and dental surgeries, on Chichester Road with residential and offices above;
  - b. conserve and enhance Warrior Square Conservation Area and its setting;
  - c. reinforce the residential nature of Warrior Square East and Whitegate Road (east);
  - d. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
  - e. seek to ensure that new development respects the views, setting and character of landmark buildings located near to the Policy Area, in line with **Policy DS3: Landmarks and Landmark Buildings**.
2. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:
  - a. maintain the environmental and design quality of Warrior Square Gardens and promote future public realm improvements and open space that respect and engage with the Gardens;
  - b. provision for new/ improved pedestrian/ cycle priority link, as identified on the Policies Map, improving the access and linkages between Warrior Square Policy Area and Queensway, and appropriate crossing and footway improvements on Chichester Road as well as tree planting and other enhancements to the urban environment;
  - c. environmental improvements to Queensway dual carriageway including planting to establish links to Queensway Urban Park and useable green spaces where appropriate;
  - d. restriction in the provision of hard landscaping, encouraging opportunities for soft landscaping to complement the character of the Gardens and assist drainage;
  - e. public Art provision to buildings, public and private spaces.
  - f. pursue urban greening projects, including improved landscaping, green walls and roofs, and tree planting.

### POLICY LINKAGES – WARRIOR SQUARE

<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 1, 3, 4, 5, 6, 7, 9, 10, 13, 14, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP 8.
<b>Development Management DPD</b>	<b>Policies:</b> DM1, DM2, DM3, DM4, DM5, DM7, DM8, DM10, DM15.
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 9	<b>Policies:</b> DS4, DS5, PA1, PA4, PA7

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.7 Clifftown Policy Area

### Aims

Clifftown will be a vibrant area, creating a lively setting for food, drink and small niche retail offer that is active throughout the day and into the evening, particularly in parts close to the high street.

The distinctive character and appearance of the Clifftown Conservation Area will be conserved and enhanced, and the setting of designated and non-designated heritage assets within the area will be respected. There will be much better access to information regarding the area's heritage.

The area will also have a strong cultural identity, capitalising on the fine grain of its historic streets, attractive character properties and links to the leisure and recreational resource of the Central Seafront.

Public realm improvements will enhance the setting of buildings and the experience for pedestrians and cyclists.

### Overview

- 180 The Policy Area is home to a variety of uses including small scale retail, food and drink premises, commercial, education and residential. There are opportunities to improve the promenade circuits, including linkages to the Cliffs and access to the Central Seafront Policy Area, and to improve the retail and food and drink offer to reinforce the vibrancy of this area throughout the day and into the evening.
- 181 A significant proportion of the area is designated as Clifftown Conservation Area with associated concentrations of listed and locally listed buildings, and frontages of townscape merit closer to the High Street. The quality of these buildings and the historic fine grain of the area is one of its defining characteristics.
- 182 Noteworthy heritage assets within the Policy Area include: 1-15 Royal Terrace (Grade II listed), built in the 1870s as the first phase of the 'New Town', and Southend's only surviving Georgian Terrace. These act as landmark buildings (see Section 4.9 of this Plan) within the Policy Area, aiding way-finding, occupying a visible location on top of the cliffs.
- 183 Southend Central Station, locally listed, is at present hidden away from the High street, with a very low quality forecourt and entrance which is dominated by cars. While public realm enhancements to the street in recent years have lifted the appearance of the area, there is potential to enliven this space and further improve the setting of the station and access to/from it. This could be complemented by the redevelopment of Central House on Clifftown Road for a new landmark building, which should also address the public space shared with the station (Refer to Table 4 and Policy DS3).

## Policy PA6: Clifftown Policy Area Development Principles

1. The Council, through its role in determining planning applications and other initiatives, will:
  - a. promote independent small-scale retail, boutiques, cafés, restaurants, bars and small studio style workshops to create an area with a strong cultural identity together with residential uses above ground floor level to reinforce the fine grain historic street pattern and character;
  - b. ensure that all development proposals affecting all designated and non- designated heritage assets, including Conservation Areas, listed and locally listed buildings conserve and enhance these buildings and their settings in line with Development Management Policy DM5 (Historic Environment);
  - c. require all development proposals, including replacement shopfronts, that impact upon 'Frontages of Townscape Merit' to have regard to the preservation and restoration of features which contribute to the special character of their frontage, in line with Development Management Policy DM5 (Historic Environment);
  - d. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - e. seek to conserve existing landmarks and landmark buildings and ensure new development respects views to and from them, their setting and character, in line with **Policy DS2: Key Views and Policy DS3: Landmarks and Landmark Buildings**.
2. The Council will pursue the upgrading and enhancement of this area with private sector land and property owners and developers by supporting applications that:
  - a. regenerate the forecourt and entrance to Southend Central Railway Station as a signature public space designed in a way that respects the setting of the locally listed station building;
  - b. redevelop Central House for new larger retail units with frontage on the High Street and Clifftown Road and office/residential development above. There is potential for a landmark building in this location and new public realm opportunities at the shared space/forecourt with Southend Central Railway Station;
  - c. regenerate the site of the Empire Theatre with uses that contribute to the Policy Area's aim, including cultural uses such as galleries and performance space, particularly at ground floor to create an active frontage.
3. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:
  - a. seek a reduction in general vehicle circulation in residential streets by securing the most direct route to and out of the car parks at Alexandra Street and Clarence Road, and improving the quality of the public realm and cycle routes;
  - b. streetscape and landscape design improvements, including urban greening and tree planting and improved way-finding signage, to create well lit walking circuits through Clifftown from a newly created public plaza at Southend Central Railway Station/ Central House, to Cliff Gardens and Pier Hill, facilitating better pedestrian access to the High Street;
  - c. seek an improvement of soft landscaping and open space provision within the area;
  - d. public art provision to buildings, public and private space.

POLICY LINKAGES _ CLIFFTOWN	
<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 1, 2, 4, 8, 14, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP2, CP4, CP7
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM4, DM5, DM6, DM8, DM14
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7	<b>Policies:</b> DS1, DS2, DS3, DS4, DS5, PA1, CS1

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.8 Tylers Policy Area

### Aims

The policy area will benefit from a high quality public realm, complemented by landscaping, tree planting and public art, where pedestrians and cyclists are prioritised and bus travel is accessible, creating opportunities for shared public spaces, linked with opportunities for the future relocation and re-provision of the Travel Centre within the policy area.

A new public transport bus interchange would form part of an integrated development that allows for an area of public spaces to be created to the south western edge of the policy area, adjacent to its boundary with the High Street, improving links south to the Central Seafront. It will be complemented by retail units at ground floor, with residential on the floors above, and may provide opportunity for houses to the rear of the site where these may re-establish the historic urban grain.

Car parking will be addressed within this integrated approach to development, which combines with other objectives for the policy area, and contributes to the vitality and viability of the town centre.

### Overview

- 184 The Tylers Policy Area has strong connections with the High Street, which lies to its west, and forms part of the link between the town centre and established residential communities to the east, as well as providing access to the Central Seafront Policy Area, and key opportunity sites at Seaways and Marine Parade. It contains a fragmented area of office blocks, Southend Travel Centre (the Town Centre public transport interchange), and residential streets. It also contains an important surface level car park for shoppers and visitors to this part of the town.
- 185 It is severed from the High Street by Chichester Road, which at present functions as a main access route for cars and service vehicles accessing the Town Centre and car parks, and for buses serving the Travel Centre. While it provides access to the Central Seafront Area, the quality of the public realm is poor and connections are weak. Queensway dual carriageway forms another barrier, severing links with and into the residential areas to the east.

- 186 Within this Policy Area there is one **Opportunity Site (PA7.1): Tylers Avenue**. Redevelopment of the site could include the re-provision of the travel centre as a new public transport bus interchange, as part of a mixed-use scheme that includes retail uses at ground floor, and residential uses at upper floors, together with the provision of enhanced public space and parking.
- 187 Adjoining this fragmented area is an established residential area (comprised of Quebec Avenue, Portland Avenue, Baltic Avenue and Heygate Avenue) based on a traditional street pattern containing houses of different sizes and tenures. This residential area is somewhat isolated from the Town Centre because of the poor connectivity, given the barrier created by Chichester Road to the High Street. Measures to create a more cohesive and seamless transition through new development and public realm improvements will be welcomed.

## Policy PA7: Tylers Policy Area Development Principles

1. The Council, through its role in determining planning applications, masterplanning and other initiatives, will:

- a. promote mixed-use development that delivers the aims for the Policy Area, which may include a new public transport interchange as part of the Tylers opportunity site;
- b. seek active frontages at ground floor on Chichester Road and York Road;
- c. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.

2. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:

- a. creation of a new public space in the location of the existing travel centre subject to this use relocating to the Tylers Opportunity Site, to provide enhanced connectivity to the Central Seafront and High Street Policy Areas;
- b. provision for new/ improved pedestrian/ cycle priority link as identified on the Policies Map, including appropriate crossings on Queensway dual carriageway and Chichester Road and improved linkages and access to the seafront;
- c. consider a 'Home Zone' style approach for the residential streets of Quebec Avenue, Portland Avenue, Baltic Avenue and Heygate Avenue including landscaping, tree planting, cycle parking and surface improvements.
- d. facilitate better pedestrian access to the High Street and Southend Central railway station;
- e. promote environmental improvements to Queensway dual carriageway including: crossing points to neighbouring residential areas; the removal of guardrails as appropriate; enhancing areas of landscaping and tree planting; and appropriately sited street furniture;
- f. junction improvements at Queensway dual carriageway/Seaway/Chancellor Road to enhance access to the Central Seafront Area;
- g. public art provision to buildings and public spaces.

3. The following Opportunity Site, as identified on the Policies Map, is allocated for mixed-use development primarily comprising of residential and retail:

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Other potential use classes
PA7.1	Tylers Avenue	NA	150	A1, B1

*Planning Status as of April 2016. NA = New Allocation*

i. Within **Opportunity Site (PA7.1): Tylers Avenue**, planning permission will be granted for well-designed, sustainable buildings that provide a mix of uses compatible with the area, including active ground floor retail uses that connect well with the High Street and front Chichester Road, with residential uses and the potential for offices to upper floors;

ii. Any development of the Opportunity Site should address a need for replacement car parking provision in line with **Policy DS5: Transport, Access and Public Realm**, identifying how any displaced parking needs are to be met on the site or in the south of the Central Area and explore

the potential for relocating the travel centre on the northern extent of the site where applicable to provide for enhanced passenger transport facilities and improved pedestrian connectivity to the town centre and central railway station;

iii. Any development should incorporate a building design, form and massing that provides for a permeable environment that is pedestrian and cycle friendly, takes into account its setting and the proximity of neighbouring properties, with improved linkages to the High Street, Central Seafront Policy Area via St John’s Church and Opportunity Site CS1.2: Seaways, with all servicing and deliveries from Chichester Road.

iv. The Council will encourage the application of masterplanning to guide development on this Opportunity Site.

#### POLICY LINKAGES - TYLERS

<b>CORE STRATEGY DPD</b> <b>Strategic Objective:</b> 1, 3, 4, 5, 6, 7, 8, 9, 10, 14, 15	<b>Policies:</b> KP1, KP2, KP3, CP2, CP3, CP4, CP8
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM3, DM4, DM7, DM8, DM10, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 8, 9	<b>Policies:</b> DS1, DS4, DS5, PA1, CS1

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.9 Central Seafront Policy Area

### Aims

The Central Seafront will be a thriving and vibrant tourism, leisure, recreational and cultural destination centred on the iconic Grade II listed Pier, which will be rejuvenated to reinforce its status as a key local landmark and attraction.

High quality mixed use schemes will be developed, including provision of hotel and visitor accommodation to encourage more overnight and longer stays, and heritage and natural assets conserved and enhanced. Innovative schemes such as 'Spanish steps,' providing pedestrian links to the seafront, beach, a seafront lido and new lagoon and a new world class museum will be promoted.

There will be seamless transition between the Central Seafront and the town centre. New and enhanced access points will create a network of routes that lead seamlessly to the estuary and foreshore from surrounding areas. This will increase permeability and encourage better functional links between the different policy areas, increasing footfall and opportunities to contribute towards the local economy. Car parking will be addressed within this integrated approach to development, which combines with other objectives for the policy area, and contributes to the vitality and viability of the central seafront area.

Public realm improvements will be complemented by the placement of well-designed functional and creative lighting schemes and public art, which will visually enrich the area at night. The City Beach public realm scheme will be seamlessly extended facilitating improvements to Eastern Esplanade.

### Overview

*"The central area of the seafront is associated with a vibrant architectural style and sea-front leisure and pleasure. It provides a stark contrast to the orderly and mannered Victorian and Edwardian suburbs in the surrounding areas."* Southend Borough Wide Character Study (January 2011)

- 188 The Central Seafront Policy Area, as defined on the Policies Map, is a thriving leisure and tourism area and with over 6 million day visitors a year, it is a significant economic asset to the town. The area's resort function will be maintained and enhanced through a co-ordinated programme of quality development and transport and environmental enhancement schemes.
- 189 Although the Pier Lift, a landmark building (Policy DS3) has helped to improve access between the Central Seafront Policy Area and Town Centre, if access was more straightforward and more pronounced in other locations such as Opportunity Site CS1.2 Seaways, there may be a better exchange of visitors between the Central Seafront and Town Centre and their functions. Its regeneration and successful integration with the town centre through improved and enhanced pedestrian links amongst other things, will therefore be key to increasing footfall and improving the

areas vitality and viability.

- 190 The area encompasses a number of environmental designations, SSSI, SPA and Ramsar site. These designations highlight the estuary's importance as a wildlife habitat. The policy approach to Nature Conservation and Biodiversity is set out within **Policy CS2** of this Plan.
- 191 While the estuary provides an important habitat for birds and wildlife, it has also attracted many tourists and other visitors. As such the area is under pressure from a number of competing influences. There is a need to strike a balance between the protection and conservation of natural and built assets, including Conservation Areas and listed buildings, with the needs of residents and visitors utilising these resources, and the regeneration ambitions for the wider Southend Central Area. In order to retain important views across the foreshore, development south of the sea wall will be restricted, and any acceptable proposed use will also have to be water compatible<sup>13</sup>, such as a lido or lagoon.
- 192 The seafront benefits from some notable buildings and structures. The Grade II listed Pier, the longest pleasure Pier in the world, for example, has recently benefitted from considerable investment, including the development of the Royal Pavilion and the Council will seek further opportunities for its enhancement.
- 193 In respect to leisure and tourism the Central Seafront draws in residents and visitors for a range of activities including use of the beach, water sports and other seafront attractions. Adventure Island is a major tourism asset to Southend. If redevelopment and expansion does occur options should be explored with the owners how changes within the site could simultaneously benefit the public realm around it by creating a more permeable boundary and incorporating active frontages to increase footfall around the site edges.
- 194 The Cliffs Pavilion on the western edge of the Central Seafront Policy Area is another major visitor destination and is an important cultural asset which should be enhanced where possible to develop further the visitor offer.

#### Managing Flood Risk and Sustainable Drainage in the Central Seafront Policy Area

- 195 The Central Seafront Policy Area is at risk of flooding from tidal and surface water flooding, including areas within the Environment Agency Flood Zones 3a (higher risk) and Flood Zone 2 (lower risk). Therefore, all development within the Central Seafront Policy Area, including within its Opportunity Sites, should have particular regard to **Policy DS4 Flood Risk Management and Sustainable Drainage**.

---

<sup>13</sup> Planning Practice Guidance, paragraph 066, reference id: 7-066-20140306

### **Opportunity Site (CS1.1): Southend Pier**

196 Southend Pier has the potential to be further rejuvenated as a landmark and destination, building on the success of recent developments such as The Royal Pavilion.

### **Opportunity Site (CS1.2): Seaways**

197 Seaways, currently a surface level car park, presents a major opportunity for mixed-use development, contributing to the leisure, cultural and tourism offer of Southend Central Area through the provision of uses such as restaurants and cinema, car parking, public open and green spaces, improved access and connectivity through the creation of 'Spanish Steps' linking this opportunity site to the promenade of Marine Parade, as well as possibly a hotel or residential.

### **Opportunity Site (CS1.3): Marine Plaza**

198 The site offers potential for residential development, with supporting commercial uses and quality public open spaces, to reinforce the offer of the eastern end of Marine Parade. The site has potential for taller and larger buildings, creating a quality landmark to secure the regeneration of this part of the seafront. The site should have regard to the setting of the historic Kursaal building and the Conservation Area.

### **Opportunity Site (CS1.4): New Southend Museum**

199 A new museum within the cliff face will feature a range of displays from the collections of the Central Museum and Beecroft Gallery, including the internationally significant Saxon King find, in a new high quality iconic building for Southend. Other facilities will include: a planetarium, collections store with associated curatorial facilities, a museum shop, café and restaurant, and public car and cycle parking, complemented by and the creation of high quality green space, including amphitheatre within the cliffs, seating and good signage, linked to the High Street and Central Seafront via Cliff Gardens, Prittlewell Square and the wider Clifftown Policy Area.

200 The siting of the new building within the cliff face will minimise the potential impact on the Clifftown Conservation Area whilst improving accessibility between the Clifftown and Central Seafront Policy Areas, enabling good views of the estuary from the building and spaces around it.

## Policy CS1: Central Seafront Policy Area Development Principles

1. The Council through its role in determining planning decisions and other initiatives will:
  - a. consider favourably proposals which enhance or diversify the range of arts, culture, entertainment, tourism, leisure and recreational facilities, subject to an assessment of the scale, character, location and impact of the proposal on existing facilities and environmental designations, including protected green space;
  - b. promote the provision of hotels and visitor accommodation, subject to satisfactory access and parking provision;
  - c. secure high quality and sustainable redevelopment of poor quality, vacant or underused sites and buildings to improve the local townscape, including provision of active ground floor frontages to add to the vibrancy and vitality of the streetscene;
  - d. ensure that all development proposals affecting all designated and non-designated heritage assets, including Conservation Areas, listed and locally listed buildings, conserve and enhance these buildings and their settings in line with Policy DM5 of the Development Management Document;
  - e. ensure that all future sea defences and flood mitigation measures integrate seamlessly with the public realm;
  - f. not normally permit development south of the sea wall where a proposal has the potential to adversely affect a European site or cause significant harm to a Site of Special Scientific Interest (SSSI) or adversely impact on foreshore views. Any proposed use will also have to be water compatible as defined in the Planning Practice Guidance;
  - g. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - h. seek to conserve existing landmarks and landmark buildings and ensure new development respects views to and from them, their setting and character, in line with **Policy DS2: Key Views and Policy DS3: Landmarks and Landmark Buildings**.
  - i. require all development within the Central Seafront Policy Area to:
    - i. have regard to **Policy DS4** in order to manage and mitigate against flood risk;
    - ii. safeguard, and where appropriate, enhance the biodiversity of the foreshore and respect the European designations in line with **Policy CS2: Nature Conservation and Biodiversity**
2. There is potential for archaeological deposits within the area of Southend Cliffs and Seaway Car Park and as such developers should have regard to Policy DM5 – Southend-on-Sea’s Historic Environment of the Development Management Document.
3. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:
  - a. emphasise landmarks and landmark buildings (Policy DS3), orientation points, views and vistas, and improve accessibility between the seafront and town centre;
  - b. create a well-defined piazza area at the southern end of the High Street between The Royals, The Palace Hotel and Pier Hill and encourage new and existing uses to provide active frontages to face onto this space;
  - c. preservation and integration of the open spaces of the seafront and foreshore with the ‘green grid’ to create a series of linked, functional green spaces to relieve pressure

on the seafront;

- d. use creative lighting and public art to strengthen identity and connectivity. New lighting should be arranged so as to avoid direct illumination of the foreshore or excessive glare when viewed from the foreshore;
- e. remove unnecessary street furniture and improve and rationalise signage, with particular focus on public realm adjacent to listed and locally listed buildings and Conservation Areas, in particular around The Kursaal;
- f. implement a rolling programme of improvements to the promenade and public spaces (further developing the City Beach scheme at Eastern Esplanade) and incorporating flood mitigation measures, such as SuDS;
- g. junction improvements at Queensway/Seaways/Chancellor Road;
- h. provision for new/ improved pedestrian/ cycle priority link as identified on the Policies Map;
- i. pursue urban greening and provide additional seating, tree planting and landscaping, as well as enhanced links between neighbouring Policy Areas;
- j. upgrade the Cliffs Pavilion outdoor space and improve its connection to the Cliffs;
- k. improve traffic management with the aid of VMS and improved signage, parking, including taxi rank and coach drop off provision, and walking and cycling, including Sustrans route;
- l. improvements to the Sealife Centre through redesign or redevelopment;
- m. regeneration of redundant lavatories and the crazy golf site for kiosks or other small-scale seaside businesses;
- n. explore development of a Seafront lido or new lagoon to compliment the seafront leisure offer.

4. The following Opportunity Sites, as identified on the Policies Map, are considered suitable for development for mixed-use purposes within the Central Seafront Policy Area:

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Other potential use classes
CS1.1	Southend Pier	NA	N/A	D2, D1, A3, A1
CS1.2	Seaways	NA	N/A	D2, A3, C1
CS1.3	Marine Plaza	NS	282	A1, A3, D2
CS1.4	New Southend Museum	NS	N/A	D1, A3, A1

*\*Planning Status as of April 2016. NA = New Allocation. NS = Not started with full planning permission*

i. **Opportunity Site (CS1.1): Southend Pier**, the Council will pursue with private sector partners and through other initiatives, sensitive redevelopment at both ends of the pier to provide a mix of cultural and leisure uses during the day and in the evening, including uses such as: cafes, restaurants, shops, events, and small scale moorings; deckchairs, telescopes, seating, cycle parking and improved pedestrian signage; facilities for traditional activities such as angling; creative lighting; and sensitively sited renewable technologies, where appropriate.

ii. **Opportunity Site (CS1.2): Seaways**, the Council will pursue with private sector partners, landowners and developers a high quality, mixed use development including the provision of leisure, cultural and tourism attractions, which may include: restaurants, cinema, gallery, hotel, public and private open spaces, and vehicle and cycle parking. The potential for residential development may also be explored. Design and layout solutions should allow for:

- a. remodelling of the urban form to create a north-south axis on the Seaway site, providing a clear sight-line from Queensway dual carriageway to the sea;
- b. a stronger relationship with the Town Centre through the provision of safe and legible pedestrian and cycle routes;
- c. opportunities for a new link to Marine Parade from the Seaway site designed around 'Spanish Steps' and in doing so ensure that development does not prejudice its future delivery as a new link between the seafront and town centre;
- d. addressing the need for replacement car parking provision in line with **Policy DS5: Transport, Access and Public Realm**;
- e. active frontages to all new and existing streets and spaces;
- f. a palette of good quality materials to reflect the vibrancy and colour of the seaside;
- g. relocation of a coach-drop off point within the site. The relocation of coach parking bays may be provided either on or off-site or a combination of both, provided off-site provision is well connected to the Seaway site and would not significantly adversely impact the local transport network;
- h. urban greening projects, including the creation of new public and private green space within new development;
- i. innovative design which allows the site to take advantage of the elevation and creates a legible environment with views of the estuary, respecting the amenity of neighbouring residential uses;
- j. the provision of appropriate seating, signage and way-finding aids to improve connectivity to the Town Centre, Seafront and Opportunity Site CS1.3: Marine Plaza.

iii. **Opportunity Site (CS1.3): Marine Plaza**, the Council will support the comprehensive redevelopment of the site for high quality/iconic residential development with complimentary leisure and supporting uses that create activity at ground floor fronting Marine Parade, incorporating areas of public open space into the site which take advantage of views of the seafront and estuary. The provision of appropriate seating, signage and way-finding aids to improve connectivity to the seafront and town centre, including links to Opportunity Site CS1.2: Seaways, will also be promoted.

iv. **Opportunity Site (CS1.4): New Southend Museum**, the Council will promote the development of an exemplary, sustainable building that includes the new Southend Museum, gallery space, planetarium, conference/events spaces, and associated café/restaurant, together with public car and cycle parking and the creation of high quality green space, including amphitheatre within the cliffs, seating and good signage, linked to the High Street and Central Seafront via Cliff Gardens, Prittlewell Square and the wider

Clifftown Policy Area. The design of new development will need to retain the open feel of this area and ensure that new planting includes native species and increases biodiversity in the area. Vehicular access should ensure that the primary road network, i.e. via Western Esplanade, is used to access the development and any new parking facilities.

#### POLICY LINKAGES – CENTRAL SEAFRONT

<b>CORE STRATEGY DPD</b> <b>Strategic Objective:</b> 4, 6, 7, 9, 10, 12, 14, 15, 17, 18	<b>Policies:</b> KP1, KP2, KP3, CP3, CP4, CP7, CP8
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM3, DM4, DM5, DM6, DM7, DM8, DM9, DM10, DM12, DM14, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 10	<b>Policies:</b> DS2, DS3, DS4, DS5, PA1, PA6, PA7, CS2, CS3

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

### Nature Conservation and Biodiversity in the Central Seafront Policy Area

- 201 The foreshore is designated for International, European, National and Local sites for nature conservation. Particularly relevant to the Central Seafront Policy Area are Benfleet and Southend Marshes (SPA, SSSI, Ramsar site and Local Nature Reserve), which comprises the intertidal part of the Thames Estuary from Benfleet to Shoeburyness and cover the same land area within the SCAAP and wider Southend-on-Sea Borough.
- 202 The marshes also provide an attractive environment for both marine activities and more passive enjoyment of natural habitats. There may be opportunities to design high quality visitor facilities, giving visitors a better understanding of the ecosystems. All future activity and development will need to ensure that they do not adversely affect the interests of the nature conservation designations on the foreshore, giving appropriate weight to their importance as an international, European, national or locally designated sites.
- 203 Developments which may affect a site of International or European nature conservation importance (SPA, Ramsar) will be subject to rigorous examination in consultation with Natural England and other relevant authorities.
- 204 Even if a development is located some distance from an International or European site it may still have a detrimental impact on the site and will need to be subject to a Habitats Regulations Assessment. Natural England should be consulted at an early stage of a planning application.
- 205 The applicant must submit appropriate biodiversity surveys, impact assessment and mitigation proposals to enable the Council to determine a planning application in addition to a Habitat Regulation Assessment, where required.

- 206 If it cannot be demonstrated that the application will not adversely affect an International or European site, then the application will be refused, unless there are no alternative solutions and the development has to be carried out for imperative reasons of over-riding public interest as set out in the Habitats Regulations.
- 207 In such cases compensatory habitat will be required. In addition, the Council will consider applying planning conditions or legal obligations to secure the integrity of the International or European site from any adverse impacts arising from the development.
- 208 Development which adversely affects a site of national importance (SSSI) will not normally be permitted. In cases where an adverse effect on the special interest of the SSSI is considered to be likely, but the benefits of the development are shown to clearly outweigh both the impacts on the special features of the site and any broader impact on the wider network of SSSIs, an exception may be made. Consultation may be required with Natural England to ensure reasonable steps are taken to further the conservation and enhancement of the special interest features of the SSSI.
- 209 Locally designated sites (local nature reserves and local wildlife sites) are non-statutory but have an important role to play in meeting overall biodiversity targets and contributing to the public enjoyment of nature conservation.

## Policy CS2: Nature Conservation and Biodiversity

1. The Council will:
  - a. Ensure that all development proposals within the Central Seafront Area are accompanied by a Habitats Regulations Assessment and associated documentation to ensure there will be no adverse effect on the European and International foreshore designations (SPA and Ramsar) either alone or in combination with other plans or projects;
  - b. Not permit development proposals that will result in significant harm to the foreshore designations that cannot be avoided, adequately mitigated, or as a last resort, compensated for;
  - c. Not normally permit development proposals that adversely affect a site of national importance (SSSI). In cases where an adverse effect on the special interest of SSSI is considered likely, but the benefits of the development are shown to clearly outweigh both the impacts on the special features of the site and any broader impact on the wider framework of SSSIs, an exception may be made. In cases where development proposals will result in significant harm to a SSSI, in exceptional circumstances the Council may make exceptions for development proposals on a SSSI, only if it can be demonstrated that:
    - i. there are no alternative solutions; and
    - ii. the reasons for the development clearly outweigh the nature conservation value of the site and is in the public interest;
  - d. Apply planning conditions or legal obligations to secure the protection, conservation and enhancement of a Site of Special Scientific Interest (SSSI) from any harmful impacts arising from the development;
  - e. Integrate the seafront and foreshore open space within a broader Southend 'green grid' of linked and functional green space to relieve visitor pressure on the seafront, and protect the sensitivities of the biodiversity interest. Areas of new/ improved public open space will be particularly promoted at Pier Hill, Seaways, Marine Parade and along Eastern Esplanade;
  - f. Consider favourably the development of a high quality visitor facility close to the foreshore which will assist with interpretation of the natural habitat in the area, providing visitors a better understanding of the ecosystems and local biodiversity.

### POLICY LINKAGES – CENTRAL SEAFRONT NATURE CONSERVATION

<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 12, 18	<b>Policies:</b> KP1, KP2, KP3, CP4, CP7
<b>DEVELOPMENT MANAGEMENT</b> <b>DPD</b>	<b>Policies:</b> DM6
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 3, 5, 6	<b>Policies:</b> DS4, DS5, CS1, CS3

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## The Waterfront

- 210 The Council will promote the waterfront for a wide range of sport, recreation and leisure activities, whilst also respecting the natural environment in line with Policy CS2.
- 211 Improving marine activity facilities will encourage more water based activities, users and visitors, and cater for leisure demand and tourism. Jetties, moorings and support facilities are vital components of an active and attractive waterfront. The Council will promote the beaches, foreshore and estuary for boat users, including through the maintenance and enhancement of existing facilities. There is opportunity to build on the success of water based sports and recreation in other seafront locations in the Borough and beyond to further broaden its offer within the Central Seafront Policy Area.
- 212 The provision of information and interpretation boards and other information- based facilities about the waterfront and wildlife, will be encouraged.

### Policy CS3: The Waterfront

1. The Council, with private sector partners and through the exercise of its planning powers and other initiatives will:
- a. promote the beach, foreshore and Estuary for appropriate cultural, leisure and tourism activities, including the maintenance and enhancement of facilities for:
    - i. seafront, beach and water-based recreation activities and attractions including tidal paddling pools;
    - ii. marine and boat users, including moorings, support facilities (wharfs, jetties, landing stages and slipways), club facilities and information.
  - b. continue to maintain the quality and cleanliness of the beach and foreshore experience, including:
    - i. pursuing a rolling programme of co-ordinated public realm improvements to the promenade;
    - ii. integrating the protection and interpretation of biodiversity interests, heritage assets and landscape features, including views across the Estuary, into the overall visitor experience through:
      - 01. provision of information boards/facilities including making increasing use of mobile phone and digital technology;
      - 02. themed walking and cycling signed routes, and links to a broader borough-wide network.
2. Proposals for waterfront development within the Central Seafront Area and improved facilities will need to demonstrate that there will be no unacceptable impact upon navigation, the conservation objectives or features of Benfleet and Southend Marshes Special Protection Area, Ramsar and SSSI, flood risk or the special character and designations of the area.

POLICY LINKAGES – CENTRAL SEAFRONT WATERFRONT	
<b>CORE STRATEGY DPD</b> Strategic Objectives: 12, 18	<b>Policies:</b> KP1, KP2, KP3, CP4, CP7
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM6
<b>SOUTHEND CENTRAL AAP</b> Objectives: 3, 5, 6	<b>Policies:</b> DS4, DS5, CS1, CS2

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.10 The Victoria Gateway Neighbourhood Policy Area

### Aims

A regenerated Victoria Avenue will create an attractive and vibrant gateway to the town centre, further enhanced by future phases of the Victoria Gateway scheme, which will see improved connections and accessibility. New development will be of a high standard of design, with urban greening techniques employed such as pocket parks, community gardens, tree planting and landscaping, together with a consistent palette of surface materials and street furniture.

Victoria Avenue will be an attractive area in which to live, where residents will benefit from the sustainability of the location, particularly with fast and convenient access to London and the City. Enhancements to the public realm will be undertaken throughout the neighbourhood, to encourage walking and cycling and improve access to the town centre, employment area and public transport interchanges.

The heritage of Prittlewell Conservation Area will be celebrated and enhanced, and the character of the area will be reinforced by sensitively restored buildings that positively contribute to a distinctive sense of place. Buildings will be set within a quality public realm, with improved access to information about the area's history.

The neighbourhood will benefit from a thriving local shopping parade on West Street.

### Overview

- 213 The Policy Area is home to Southend's traditional office zone at Victoria Avenue (**Opportunity Site PA8.1**), which includes the civic quarter. The significant challenge for this neighbourhood is to address the large amount of underused, vacant and outmoded office buildings. Some have gained prior approval to residential through recently changed permitted development rights introduced by central government, but others still provide opportunity for more comprehensive and holistic development. As the Opportunity Site is large and in multiple land ownership, requiring redevelopment of existing buildings, an assumption has been made that only development proposals with planning permission will be delivered during the SCAAP plan period (i.e. by 2021).
- 214 There is also the opportunity to regenerate an existing area of social housing at the junction of Queensway and Baxter Avenue close to the Victoria Avenue opportunity site for new high quality, mixed tenure residential accommodation, including additional sheltered and affordable housing (**Opportunity Site (PA8.2): Baxter Avenue**). Given the scale of the redevelopment it is envisaged that approximately half of the site will be delivered during the SCAAP plan period (i.e. by 2021). Both opportunity sites (PA8.1 and PA8.2) will be reviewed, including progress made with implementation, during the Local Plan preparation process.

- 215 Prittlewell Conservation Area to the north and the buildings, structures and spaces within it are important heritage assets, forming a key gateway on the main route into the Town Centre along Victoria Avenue. This Conservation Area contains some of the town's oldest and most important buildings, including St Mary's Church a landmark building located adjacent to the SCAAP boundary.
- 216 The neighbourhood also contains a local shopping parade at West Street, designated as secondary shopping frontage, which provides an important and convenient resource for local residents and businesses, and as the neighbourhood regenerates it is anticipated that this centre will continue to support the needs of the local population.
- 217 Some areas within this Policy Area are susceptible to surface water flooding. Therefore, development will need to have regard to local flood risk management policies, particularly regarding SuDS as set out in Policy DS4.

## Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles

1. The Council, through its role in determining planning applications and other initiatives, will:
  - a. look favourably on high quality developments and schemes which can demonstrate that they will contribute to the transformation of this area into a vibrant community, which is integrated with the surrounding neighbourhood and set within a remodelled built form of a quality that befits this key gateway to the Town Centre;
  - b. ensure all development within and adjacent to Prittlewell Conservation Area, seeks to conserve and enhance the heritage assets and repair gaps in the frontage along Victoria Avenue, realising the potential of the backland area to the rear of Victoria Avenue (west side 255-289) as a 'Lanes' style development, promoting specialist and independent industries, associated small scale businesses and ancillary residential units;
  - c. consider the provision of additional education facilities based on an assessment of expansion needs when and where appropriate development opportunities arise;
  - d. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - e. use its enforcement and other powers to reduce the damage to amenities and the environment resulting from long term vacant and derelict land and buildings;
  - f. promote the provision of easily accessible new social and community infrastructure, such as doctor and dental surgeries, nurseries and community hubs;
  - g. promote enhanced cultural facilities to complement the Beecroft Centre, the Central Museum Building and the former Water Board site on North Road;
  - h. ensure that housing development including mix and tenure is delivered in line with Development Management Policy DM7 – Dwelling Mix, Size and Type;
  - i. seek to conserve existing landmark buildings and ensure new development respects views to and from them, their setting and character, in line with **Policy DS3: Landmarks and Landmark Buildings**.
2. There is potential for archaeological deposits within the area of Nazareth House and Roots Hall and as such developers should have regard to Policy DM5 – Southend-on-Sea's Historic Environment of the Development Management Document.
3. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual SPD and any future masterplan for the area where applicable:
  - a. a priority public transport route linking Southend Central Area with London Southend Airport and adjacent development areas;
  - b. appropriate enhancements to North Road, including new civic space at the junction with Chelmsford Avenue, to improve the residential environment, provide for walking and cycling, and improve linkages to West Street local shopping centre, and cultural and community facilities on North Road, including Prittlewell Chapel;
  - c. public realm improvements to the Victoria Avenue service road in association with development proposals within Opportunity Site PA8.1;
  - d. public art provision to buildings, public and private spaces;
  - e. full integration with the surrounding area through the provision of pedestrian and cycling routes, to improve access and linkages. Provision for mixed mode - pedestrian

and cycle priority route along Victoria Avenue between Queensway dual carriageway and Harcourt Avenue

- f. urban greening projects linked to the green grid, including planting and the creation of new public and private green space within new development;
- g. enhancement of the existing Civic Space (including the Holocaust Memorial) on the east side of Victoria Avenue between the Civic Centre and Law Courts, and its integration with the broader area;
- h. Junction improvements at along Victoria Avenue at Fairfax Drive, East Street/ West Street, Carnarvon Road and Great Eastern Avenue and provide an enhanced public realm complemented by soft landscaping and planting

4 The following Opportunity Sites, as identified on the Policies Map, are considered suitable for mixed-use residential development:

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Other potential use classes
PA8.1	Victoria Avenue	NA	1000**	D1, B1, A1, A3
PA8.2	Baxter Avenue	NA	500***	

*\*Planning Status as of April 2016. NA = New Allocation.*

*\*\*Just sites with planning permission or prior approval (662 dwellings) assumed to be delivered during the SCAAP plan period (i.e. by 2021)*

*\*\*\* Half of site assumed to be delivered during SCAAP plan period (i.e. by 2021)*

- i. Within **Opportunity Site (PA8.1): Victoria Avenue Office Area**, planning permission will be granted for comprehensive redevelopment of this site, or incremental development within the area, to transform it into a sustainable mixed use community with high quality developments, this will include:
  - a. an acceptable mix of uses focused on residential uses to upper floors and small scale flexible office accommodation complemented by local convenience retail uses, leisure (cafes and bars) and community facilities to ground floors;
  - b. full integration with the surrounding area through the provision of pedestrian and cycling routes, to improve access and linkages;
  - c. limited strategic locations for taller buildings;
  - d. urban greening projects, including:
    - 01. the use of green walls and roof gardens;
    - 02. comprehensive landscaping;
    - 03. the creation of a series of linked public green space within the area linked to a wider network of parks and gardens;
    - 04. a comprehensive sustainable drainage system;
  - e. pursue, as appropriate, a full range of measures to enable delivery of the site, including Compulsory Purchase powers, application of masterplanning techniques to guide comprehensive redevelopment, partnership working with private sector landowners and developers;
  - f. in the event of incremental redevelopment of individual sites, the Council will require each development site to demonstrate how it meets the policy

criteria and development principles set out above and accords with any future masterplan related to the opportunity site;  
 g. the grade II listed old museum building will be conserved and its setting enhanced as part of the proposals for the policy area.

ii. Within **Opportunity Site (PA8.2): Baxter Avenue** the Council will promote the regeneration of the site for high quality mixed tenure residential development, including sheltered and additional affordable housing. The tenure split and affordability of the proposed new accommodation will not preclude existing residents displaced by the redevelopment from being permanent occupiers in the new scheme. Any scheme should incorporate amenity open space, urban greening and sustainability measures as well as providing pedestrian access and linkages between Victoria, Baxter and Boston Avenues.

#### POLICY LINKAGES – VICTORIA AVENUE

<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 13, 14, 15, 18	<b>Policies:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP8
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM3, DM4, DM5, DM7, DM8, DM9, DM10, DM13, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 9, 10	<b>Policies:</b> DS2, DS3, DS4, DS5, PA1, PA9

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 5.11 Sutton Gateway Neighbourhood Policy Area

### Aims

The Sutton Gateway will be regenerated, with high quality, sustainable buildings helping to restore the urban grain, creating a distinctive sense of place where people are proud to live and work. It will be supported by a thriving local shopping parade on Sutton Road.

This will be achieved by repairing, unifying and knitting together the townscape to create a cohesive neighbourhood that retains a variety of uses, which relate well to each other and support the neighbourhood.

The policy area will provide employment opportunities, protecting, maintaining and promoting Grainger Road and Short Street Employment Growth Areas as locations for increased employment floorspace.

The area will be easily accessible by foot and by bike, with improved links between residential areas, the town centre, public transport nodes, retail and employments areas.

### Overview

- 218 The Sutton Gateway Neighbourhood Policy Area is defined on the Policies Map. It contains a diverse mix of uses including: residential, employment areas and a retail park. The southern section of Sutton Road comprises a local shopping parade with a mix of retail uses and services for the local community.
- 219 The SCAAP aims to maintain and reinforce the existing local shopping parade and in design terms, repair, unify and knit together the townscape to create a neighbourhood that retains a variety of uses but where these uses relate better to each other in an enhanced urban environment.
- 220 There is also scope to maintain and promote Grainger Road and Short Street Employment Growth Areas as locations for increased modern employment floorspace through a managed approach, using masterplanning as appropriate, which will set out the quantum of development and appropriate uses. Refer to Development Management Document Policy DM11 – Employment Areas.
- 221 Clearly access to and within this neighbourhood and to the Town Centre and public transport facilities are important, and there are opportunities to improve the environment of Short Street along its length, including continuing the footway north. Sutton Road is also a major multimodal route and environmental improvements here would support the local shopping parade.
- 222 **Opportunity Site (PA9.1): Sutton Road** is considered suitable for redevelopment for additional housing alongside an appropriate level of supporting uses, such as community facilities. Currently it contains a number of buildings, primarily in

employment use, which front Sutton Road. In recent years change has slowly begun to take place, transforming the area to a residential-led community.

- 223 As Opportunity Site (PA9.1) is large and in multiple land ownership and will require redevelopment of existing buildings, an assumption has been made that only development proposals with planning permission will be delivered during the SCAAP plan period (i.e. by 2021). The site, including any outstanding phases of development, will be reviewed during the Local Plan preparation process.
- 224 **Opportunity Site (PA9.2): Guildford Road**, at the junction of Sutton Road and Guildford Road, is currently occupied by a three-storey convenience store, the upper two levels of which are vacant. The site offers opportunity for redevelopment to achieve a new enhanced convenience store and new residential accommodation. The façade of the current building fronting onto Sutton Road must be retained and incorporated into any proposals.

## Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles

1. The Council, with private sector partners, through the determination of planning applications and other initiatives will:
  - a. maintain and promote Grainger Road and Short Street Employment Growth Areas as locations for increased employment floorspace in line with Development Management Policy DM11 – Employment Areas;
  - b. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - c. consider the provision of additional education facilities based on an assessment of expansion needs when and where appropriate development opportunities arise;
  - d. seek to ensure that new development respects the views, setting and character of landmark buildings located near to the Policy Area, in line with **Policy DS3: Landmarks and Landmark Buildings**.

2. The Council will promote the following access and public realm improvements, addressing the principles of the Streetscape Manual where applicable:
  - a. appropriate enhancements to Sutton Road to uplift the residential environment and enhance provisions for walking and cycling;
  - b. facilitate better pedestrian and cycle access along the length of Short Street, enhancing connections between East Street and Queensway dual carriage-way;
  - c. streetscape and landscape design improvements, including urban greening and tree planting;
  - d. public art provision to buildings, public and private spaces.

3. The following Opportunity Sites, as identified on the Policies Map, are considered suitable for redevelopment:

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Other potential use classes
PA9.1	Sutton Road	NA	214**	A1, D1
PA9.2	Guildford Road	NA	50	A1

*\*Planning Status as of April 2016. NA = New Allocation*

*\*\*Just sites with planning permission or prior approval (92 dwellings) assumed to be delivered during the SCAAP plan period (i.e. by 2021)*

- i. Within **Opportunity Site (PA9.1): Sutton Road**, the Council will support the redevelopment of this area for high quality housing and community facilities. The Council will require the building design, form and massing to:
  - a. have regard to residential buildings bordering the Opportunity Site and contribute positively to repairing the street scene and urban grain in this area;
  - b. include enhancements to the public realm to create a coordinated, sustainable palette of materials and furniture in accordance with the Streetscape Manual.

- ii. Within **Opportunity Site (PA9.2): Guildford Road** the Council will support the redevelopment of this site to achieve a replacement or larger convenience store fronting Sutton Road that enhances the Secondary Shopping offer of this locality together with new residential accommodation. The façade of the current building fronting onto Sutton road must be retained and linked architecturally into any proposal. The scheme should also incorporate amenity open space, urban greening and sustainability measures. Site access will be via Guildford Road.

POLICY LINKAGES - SUTTON	
<b>CORE STRATEGY DPD</b> <b>Strategic Objectives:</b> 2, 3, 4, 5, 6, 7, 9, 13, 14, 15, 17, 18	<b>Policies:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP8
<b>DEVELOPMENT MANAGEMENT DPD</b>	<b>Policies:</b> DM1, DM2, DM3, DM4, DM7, DM8, DM9, DM10, DM11, DM13, DM14, DM15
<b>SOUTHEND CENTRAL AAP</b> <b>Objectives:</b> 1, 2, 3, 5, 6, 8, 9, 10	<b>Policies:</b> DS3, DS4, DS5, PA2, PA4, PA8

*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## Part D Implementation and Monitoring Framework

### 6. Delivery of the SCAAP

---

#### 6.1 Introduction

225 By setting out an approach to implementation, this section will assist with co-ordinating the delivery of SCAAP policies and proposals by identifying key partners as well as describing necessary infrastructure for creating sustainable developments in this location.

#### 6.2 Delivery

226 The SCAAP proposes 11 Opportunity Sites shown in Table 7. These have been allocated in terms of their perceived deliverability, based primarily upon viability, land ownership and alignment with key objectives in Council plans and strategies. These sites:

- have a positive impact on viability within the SCAAP area and will impact favourably on later or additional development within Southend Central Area;
- may require development of publicly owned land where the greatest control over outcomes may be applied;
- will be able to be delivered through private sector involvement or using Council budgets.

227 The SCAAP proposals are expected to come forward within 5 years, the plan period to 2021. Preparation of the Local Plan will act as an early review of the SCAAP and will consider all development sites over a longer time period.

228 In order for development to come forward as indicated, the Council will need to maximise its own town centre land assets, consider using, where necessary, statutory powers for land assembly and work with the private and other public sector land owners, where required, and explore all funding sources available.

229 It is acknowledged within the SCAAP boundary that other development will come forward in the Policy Areas which will contribute to the delivery of jobs and housing.

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

Table 7: Development Sites within SCAAP Policy Areas

Policy Reference	Opportunity Site name	Ownership
<b>2016 to 2021</b>		
Policy PA3: Elmer Square	Elmer Square Phase 2 (PA3.1)	Southend Borough Council, University of Essex, South Essex College
Policy PA4: Queensway	Opportunity Site (PA4.1): Better Queensway Project	Southend Borough Council
Policy PA7: Tylers	Tylers Avenue (PA7.1)	Southend Borough Council
Policy CS1: Central Seafront	Southend Pier (CS1.1) Seaways (CS1.2) Marine Parade (CS1.3) New Southend Museum (CS1.4)	Southend Borough Council, Multiple Private Ownership
Policy PA8: Victoria Avenue Gateway Neighbourhood	Victoria Avenue (PA8.1) Baxter Avenue (PA8.2)	Southend Borough Council and Multiple Private Ownership
Policy PA9: Sutton Gateway Neighbourhood	Sutton Road (PA9.1) Guildford Road (PA9.2)	Multiple Private Ownership

#### Indicative Figures for SCAAP Potential New Developments

231 Table 8 sets out an indicative total number/ floorspace of new development to be delivered within the Opportunity Sites by 2021. The figures provided will be subject to variation when each Opportunity Site comes forward and do not account for other development proposals that may come forward within the SCAAP area but outside the identified Opportunity Sites.

Table 8: Indicative Scale of Development (Gross) within Opportunity Sites (2016 – 2021)

Residential	Commercial, including eating and leisure	Retail	Community
1,732	17,500 m <sup>2</sup>	5,500 m <sup>2</sup>	18,500 m <sup>2</sup>

## 6.3 Implementation

- 232 This section outlines how the SCAAP and its policies will be implemented and monitored. It seeks to show how each policy will be delivered and by whom. Implementation of the SCAAP will be dependent on the provision of necessary infrastructure as described in the preceding chapters.
- 233 The Council has experience in working with private sector partners and securing funding, particularly recently with money secured in conjunction with the Local Enterprise Partnership. It is committed to working with agencies across the public, private and voluntary sectors to successfully realise a shared vision for the town centre and surrounding area.
- 234 The Implementation Plan sets out a 'rolling programme' of projects and tasks that is not exhaustive and will be kept under review. Potential delivery mechanisms identified are as follows:
- Planning Conditions or Obligations – site specific elements such as affordable housing or new open space provided by private or public developers and secured using planning conditions or planning obligations. Priorities for S106 agreements may be found in the adopted Planning Obligations SPD, however in particular regard will be given to:
    - Affordable Housing;
    - Sustainable Design and Development;
    - Open Space (and enhancement and management of the public realm); and
    - Transport Infrastructure
  - Community Infrastructure Levy (CIL) – wider area improvement projects delivered by the Council. CIL is a charge on new development to spend on local and sub-regional infrastructure to support the development of the SCAAP.
  - The SCAAP will also be used as an Investment Tool – to secure resources from funding bodies in support of the projects identified such as regional, national and European funding.
  - Creation of a Limited Liability Partnership.
- 235 A Limited Liability Partnership (LLP) between the Council and a Private Sector Partner has been established that offers a mechanism to assist with delivery of SCAAP sites where appropriate. Under this arrangement the Council and a Private Sector Partner will each own 50% of the shares of the LLP whose main purpose will be to:
- Invest private sector funds in projects of mutual benefit.
  - Facilitate comprehensive regeneration projects throughout the Borough.
  - Provide potential capital receipts and/or revenue income streams to the Council from the on-going development of surplus land and buildings.
  - Provide opportunities for any Council in-house surplus capacity to be deployed on development projects with a further fee income stream opportunity.
  - Support the Council in the development of its strategic review of the property portfolio.

- 236 Access and public realm improvements will be delivered through a range of initiatives including the implementation of Opportunity Sites, partnership working, S106 planning obligations, CIL and through the Council's capital programme. The Implementation Plan for the Local Transport Plan 3 available on the Council's website sets out funding sources and a package of measures.

### Monitoring

- 237 To ensure that the vision and strategic objectives of the Southend Central Area Action Plan (SCAAP) are being met, the Council will monitor the implementation of the Plan's policies and proposals to gauge its overall performance.
- 238 To achieve this, a series of indicators and, where appropriate, targets, for the Plan's policies and proposals are set out below. Progress in implementing the Plan's provisions will be monitored against these indicators and targets. This will be carried out each year after the adoption of the SCAAP as part of the Council's Annual Monitoring Report. Where it is clear that any of the objectives of the Plan are not being met, appropriate action will be taken as part of the monitoring process or a review of the plan may be implemented.
- 239 In order to avoid duplication of policy provisions contained in other adopted plans and to keep the SCAAP plan concise and effective, the SCAAP does not contain specific policies relating to: employment, housing, culture, leisure, tourism and recreational facilities, and open and green spaces. These are contained within the Southend Core Strategy and Development Management Document and their provisions will be monitored as part of the annual monitoring process. They will be reported in the Southend Annual Monitoring Report (AMR) and will contribute to the process of gauging the effectiveness of the SCAAP.
- 240 Similarly, the Southend Local Transport Plan (LTP) contains a number of indicators for measuring the effectiveness of the LTP. The SCAAP does not repeat these but regard will be had to them in assessing the overall impact of the SCAAP on transport provision within the Central Area. Progress Reports on the Southend Local Transport Plan will be produced every two years starting with the period April 2015/16 to March 2016/17.

## Implementation and Monitoring

### Criteria Based Policies

#### Monitoring

Where feasible, the monitoring indicators as outlined in the Core Strategy will also be presented for the SCAAP area. This includes the indicators presented for the following Core Strategy Policies:

- 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 CP6: Community Infrastructure;
- Policy CP7: Sport, Recreation and Green Space;
- Policy CP8: Dwelling Provision.

Specific reference to monitoring indicators is also provided below in reference to the SCAAP policies.

Policy DS1: A Prosperous Retail Centre			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers	Through the continual submission and determination of planning applications. Annual monitoring of retail floor space and refreshes of the retail study.	<p>DS1.1 Proportion of frontage within Town Centre Primary Shopping Frontage that are in A1 Retail use – ensure compliance with policy target.</p> <p>DS1.2 Proportion of units within Town Centre Primary and Secondary Frontage that are vacant - reduce As Core Strategy Policy CP2 As Indicator DM13.2</p>	<p>Reliance on private sector funding and developer interest. Lack of Developer interest in retail sites.</p> <p>Out of centre developments reducing the capacity to support town centre retail.</p> <p>Growth of neighbouring and sub-regional town centre retail offer.</p> <p>Changes to Central Government policy on Town Centre First.</p> <p>Further changes to Prior Approval or permitted development rights in town centres</p>
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP2, CP2 Development Management DPD: DM1, DM5, DM13</b>		

Policy DS2: Key Views			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers	Through the continual submission and determination of planning applications. Implementation of public realm improvements as set out by Policy Area Development Principles.	DS2.1 number of schemes that enhance visually important views – sight lines, access, open space and views improved to identified areas.	
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP2, CP4 Development Management DPD: DM1, DM4, DM5, DM6</b>		

Policy DS3: Landmarks and Landmark Buildings			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers	Through the continual submission and determination of planning applications. Implementation of public realm improvements as set out by Policy Area Development Principles.	DS3.1 number of appropriately located new landmark buildings – delivery of land mark buildings.	The new landmark building is not of a high quality design, and is poorly located in the townscape to the detriment of the local environment.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP2, CP4 Development Management DPD: DM1, DM4, DM5, DM6</b>		

Policy DS4: Flood Risk Management and Sustainable Drainage			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Environment Agency Anglian Water Public and private developers	Through the continual submission and determination of planning application. Site based flood risk assessments.	DS4.1 Number of developments incorporating sustainable drainage systems (SuDS) - For all new development, new impermeable areas will be drained by SuDS. As Core Strategy Policy CP4.	A risk of low quality flood risk assessments. Poorly designed SuDS.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP4 Development Management DPD: DM6</b>		

**Policy DS5 – Transport, Access and Public Realm**

Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
<p>Southend Borough Council. Local Transport Operators. Public and private developers and owners.</p>	<p>Through the continual submission and determination of planning applications. Joint working with local transport operators. Joint working with private operators of car parks. Local Transport Plan and other funding mechanisms – £7m secured from first round of Local Growth Fund (LGF) to deliver transport and public realm improvements in the SCAAP area.</p>	<p>DS5.1 Providing the level of publically available car parking provision to support the vitality and viability of the central area:</p> <ul style="list-style-type: none"> <li>▪ Keep car parking capacity, demand and traffic management provisions under review to ensure that this capacity remains at a level to support the vitality and viability of Southend Central Area.</li> <li>▪ Monitor the success in achieving no net loss of key visitor car parking (Table 5, 2,562 spaces) to the south of the Central Area (Map 4).</li> <li>▪ Monitor any net change in overall paid-for public parking within Central Area South (3,142) spaces as outlined in Appendix 9.</li> </ul> <p>As Core Strategy Policy CP3. As Development Management Policy DM15.</p>	<p>Lack of funding for transport projects. Changes to rail or bus network, quality of service, number of services provided. Level of co-operation between operators and the local authority.</p>
<p><b>Other Relevant Policies</b></p>	<p><b>Core Strategy DPD: KP2, KP3, CP3, CP4 Development Management DPD: DM15</b></p>		

## Policy Areas

Policy PA1: High Street Policy Area Development Principles			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Landowners Business Improvement District English Heritage	Through the continual submission and determination of planning applications. Implementation of public realm improvements. LGF Funding. Stub end roads pedestrianisation. Event space. Public realm improvements (greening). Town centre/ seafront connection (multi-level).	As Core Strategy Policies CP1, CP2, CP4, CP8  PA1.1 Total number of dwellings built, by size and tenure within Policy Area – 2,474 net additional dwellings by 2021 within SCAAP area.	Lack of interest in retail in the Town Centre. Growth of neighbouring and sub-regional town centre retail offer. Changes to Central Government policy on Town Centre First Further changes to Prior Approval or permitted development rights in town centres. Lack of inward investment opportunities. Effect of any out of town retail development.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP1, CP2, CP4 Development Management DPD: DM1, DM2, DM5, DM15</b>		

Policy PA2: London Road Policy Area Development Principles			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Street Market Operators University of Essex South Essex College	'Victoria Gateway initiative' Phase 2. Local Transport Plan 3. LGF Funding Through the continual submission and determination of planning applications Mixed-mode pedestrian and cycle priority route (LGF funding application). Tree planting landscaping/public art/ integrated signage. Pedestrianisation/relocation of taxi rank.	As Core Strategy Policies CP1, CP2, CP3, CP4, CP8	Lack of funding for transport and public realm improvements. Lack of inward investment opportunities Higher and further education Lack of inward investment establishments to not want to develop further in the town centre
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP1, CP2, CP4 Development Management DPD: DM1, DM2, DM15</b>		

**Policy PA3: Elmer Square Policy Area Development  
Principles Opportunity Site Elmer Square Phase 2 (PA3.1)**

<b>Key Responsibilities</b>	<b>Implementation</b>	<b>Monitoring Indicators and Targets</b>	<b>Risks</b>
Southend Borough Council University of Essex South Essex College Public and private developers	Elmer Square Phase 2 project to complement the recently completed Forum public and academic library - Exploration of use of £6m notional allocation of LGF funding. Through the continual submission and determination of planning applications. Local Transport Plan 3. Mixed mode pedestrian and cycle priority route.	As Core Strategy Policies CP1, CP4, CP6	Lack of funding for transport and public realm improvements Lack of inward investment opportunities. Higher and further education establishments to not want to develop further in the town centre. Lack of funding for large scale projects .
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: Development Management DPD:</b>		

**Policy PA4: Queensway Policy Area Development Principles  
Opportunity Site 'Better Queensway' Project (PA4.1)**

Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
<p>Southend Borough Council Public and private developers Registered Housing Providers</p>	<p>Better Queensway Project. Through the continual submission and determination of planning applications. Local Transport Plan 3. New community infrastructure. New public open space - Queensway Urban Park. Public realm improvements. Pedestrian and cycle crossing. Create mixed mode pedestrian and cycle priority route and shared priority route. Chichester Road improvements. Improvement to Southchurch Road retail area. Application made for Local Growth Funding specific to Better Queensway Project.</p>	<p>As Core Strategy Policies CP1, CP2, CP3, CP4, CP6, CP7, CP8</p>	<p>Lack of funding for transport and public realm improvements. Lack of inward investment opportunities. Additional cost of transport realignment, particularly in relation to the Queensway Dual Carriageway. Lack of interest from developers. Change to political focus and priority for a large scale project of this size. Lack of support from local residents and wider community.</p>
<p><b>Other Relevant Policies</b></p>	<p><b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP4, CP6, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM7, DM8, DM15</p>		

Policy PA5: Warrior Square Policy Area Development Principles

Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
<p>Southend Borough Council Public and private developers</p>	<p>Through the continual submission and determination of planning applications. Linked to Better Queensway Project. Public realm improvements. New pedestrian and cycle priority route and shared priority route. LGF Funding. Environmental improvements to Queensway and Chichester Road. Children’s play facility at Warrior Square Gardens - £150,000 cost identified by IDP.</p>	<p>As Core Strategy Policies CP1, CP4, CP6, CP8</p>	<p>Lack of funding for transport and public realm improvements. Lack of inward investment opportunities. Lack of interest in office development. Lack of funding for children’s play facility.</p>
<p><b>Other Relevant Policies</b></p>	<p><b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP 8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM5, DM7, DM8, DM10, DM15</p>		

Policy PA6: Clifftown Policy Area Development Principles			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Landowners Transport Operators English Heritage	Through the continual submission and determination of planning applications. Tree Planting Programme. LGF Funding. Local Transport Plan 3. Public realm improvements. Regenerate the forecourt at Southend Central Station. Redevelop Central House for retail, residential, offices. Regenerate site of Empire Theatre for cultural uses. Provision of information boards/digital technology to interpret historic assets.	As Core Strategy Policies CP1, CP2, CP4, CP8	Lack of funding for transport and public realm improvements. Lack of inward investment opportunities. Lack of support from local community in relation to proximity to conservation area and noise. Level of co-operation between rail operators and local authority to initiate public realm improvements
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP2, CP4, CP7 Development Management DPD: DM1, DM2, DM4, DM5, DM6, DM14</b>		

**Policy PA7: Tylers Policy Area Development Principles  
Opportunity Site Tylers Avenue (PA7.1)**

Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Travel Operators	Through the continual submission and determination of planning applications. Need for a masterplan LGF funding Local Transport 3 Creation of a new public open space Mixed mode pedestrian and cycle priority route Home Zone Improved walking and cycling linkages. Junction improvements at Queensway.	As Core Strategy Policies CP1, CP2, CP3, CP4, CP8	Lack of interest in retail or commercial space. Cost of parking re-provision and new travel interchange. Lack of funding for transport and public realm improvements Lack of inward investment opportunities. Lack of support from local community for home zone.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP2, CP3, CP4, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM7, DM8, DM10, DM15		

**Policy CS1: Central Seafront Policy Area Development Principles**  
**Opportunity Sites: Southend Pier (CS1.1); Seaways (CS1.2); Marine Plaza (CS1.3); New Southend Museum (CS1.4)**

Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
<p>Southend Borough Council  Public and private developers  Environment Agency</p>	<p>Through the continual submission and determination of planning applications.  Completion of committed sites at Marine Plaza and New Museum.  Application made for LGF specific to museum.  Continual maintenance and investment in the Pier, including the installation of new digital technologies.  Expansion of City Beach.  Completion of committed new lagoon. Flood risk and mitigation measures.  Improving connectivity from Town Centre and Central Seafront.  Rationalise signage, street furniture, green grid. Upgrade the Cliffs Pavilion outdoor space.  Improve traffic management, parking, walking and cycling. New frontage on the southern side of the Royals Shopping Centre.  LGF funding.</p>	<p>As Core Strategy Policies CP1, CP2, CP3, CP4, CP7, CP8.  As Development Management Policy DM12.</p>	<p>Lack of funding for transport and public realm improvements.  Lack of inward investment opportunities.  Outcome of screening under Habitats Regulations.  Lack of developer interest. Development of out of town retail and leisure attractions.</p>
<p><b>Other Relevant Policies</b></p>	<p><b>Core Strategy DPD: KP1, KP2, KP3, CP3, CP4, CP7, CP8 Development Management DPD: DM1, DM2, DM3, DM4, DM5, DM6, DM7, DM8, DM9, DM10, DM12, DM14, DM15</b></p>		

**Policy CS2: Nature Conservation and Biodiversity**

<b>Key Responsibilities</b>	<b>Implementation</b>	<b>Monitoring Indicators and Targets</b>	<b>Risks</b>
Southend Borough Council Natural England	Through the determination of planning applications. Project-level Habitats Regulation Assessment where necessary. Development of visitor facility close to foreshore. Provision of public open space at Pier Hill, Seaways, Eastern Esplanade.	As Core Strategy Policies CP4, CP7	Outcome of screening under Habitats Regulations.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP4, CP7 Development Management DPD: DM6</b>		

**Policy CS3: The Waterfront**

<b>Key Responsibilities</b>	<b>Implementation</b>	<b>Monitoring Indicators and Targets</b>	<b>Risks</b>
Southend Borough Council	Through the determination of planning applications. Completion of committed new lagoon (Coastal Communities Fund). Public realm improvement. Provision of information boards/digital technology to interpret biodiversity of area.	As Core Strategy Policies CP4, CP7	Lack of funding
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP4, CP7 Development Management DPD: DM6</b>		

**Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles  
Opportunity Sites: Victoria Avenue (PA8.1); Baxter Avenue (PA8.2)**

Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
<p>Southend Borough Council Public and private developers Land owners Registered Housing Provider</p>	<p>Through the continual submission and determination of planning applications. Completion of committed sites at Victoria Avenue and Carnarvon Road. Local Transport Plan 3. Recent completion of the Hive Southend Business Hub (Southend City Deal and £0.7m LGF match funding). Additional education facilities. Junction improvements at Victoria Avenue/Fairfax Drive. Junction improvements at Victoria Avenue/ East Street/West Street (LGF funding). Junction improvements at Victoria Avenue/Carnarvon Road (LGF funding). Junction improvements at Victoria Avenue/Great Eastern Avenue (LGF funding). Enhancements to North Road including civic space at junction with Chelmsford Avenue. Enhancement of the Civic space on east side of Victoria Avenue/urban greening. Create mixed mode pedestrian and cycle priority route (LGF funding).</p>	<p>As Core Strategy Policies CP1, CP2, CP3, CP4, CP6, CP7, CP8.</p>	<p>Lack of funding for transport and public realm improvements Lack of inward investment opportunities. Lack of inward investment Further changes to Prior Approval or permitted development rights. Lack of interest for new office accommodation. Fragmented approach. Multiple site ownership.</p>
<p><b>Other Relevant Policies</b></p>	<p><b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM5, DM7, DM8, DM9, DM10, DM13, DM15</p>		

**Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles**  
**Opportunity Sites: Sutton Road (PA9.1); Guildford Road (PA9.2)**

<b>Key Responsibilities</b>	<b>Implementation</b>	<b>Monitoring Indicators and Targets</b>	<b>Risks</b>
Southend Borough Council Public and private developers	Through the continual submission and determination of planning applications. Completion of committed sites at Sutton Road. Enhancements to Sutton Road – streetscape and landscape. LGF funding	As Core Strategy Policies CP1, CP2, CP3, CP4, CP6, CP8.	Lack of funding for transport and public realm improvements. Lack of inward investment opportunities. Multiple site ownership.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM7, DM8, DM9, DM10, DM11, DM13, DM14, DM15		



## Appendix 1: Southend Core Strategy Policies

Core Strategy Policy KP1: Spatial Strategy	Sets out the spatial strategy for the Borough; the primary focus of regeneration and growth will be the Town Centre and Central Area, including the seafront.
Core Strategy Policy KP2: Development Principles	Sets out the ways in which new development in the Borough, including transport infrastructure, should contribute to economic, social, physical and environmental regeneration in a sustainable way, and to the regeneration of Southend's primary role within the Thames Gateway as a cultural and intellectual hub and higher education centre of excellence.
Core Strategy Policy KP3: Implementation and Resources	Makes provision for the preparation of Area Action Plans and Supplementary Planning Documents to help deliver the provisions of the Core Strategy, ensuring that development of an appropriate scale, mix and quality is brought forward in key areas of opportunity and change including the town centre and seafront.
Core Strategy Policy CP1: Employment Generating Development	Makes provision for an additional 6,500 jobs within the Town Centre and Central Area during the plan period 2001-2021.
Core Strategy Policy CP2: Town Centre and Retail Development	Promotes the development of the Town Centre, which will remain the first preference for all forms of retail development and other Town Centre uses. The Town Centre is afforded sequential preference for additional comparison and convenience floorspace.
Core Strategy Policy CP3: Transport and Accessibility	Seeks improvements to transport infrastructure and services by widening travel choice, and providing for high quality transport interchanges at Southend Victoria, Southend Central and Southend Travel Centre.
Core Strategy Policy CP4: The Environment and Urban Renaissance	Promotes sustainable development of the highest quality and innovation and excellence in design, recognising good quality urban design as a catalyst for regeneration and urban renaissance.
Core Strategy Policy CP5: Minerals and Soils Resources	Sets out the standards the Borough Council will require regarding the sustainable use of soil and mineral resources.
Core Strategy Policy CP6: Community Infrastructure	Supports improvements to existing, and the provision of new, facilities to support the needs of education, skills and lifelong learning strategies, including the Town Centre's higher education/university campus. Seeks to safeguard existing and provide for new leisure, cultural, recreation and community facilities.
Core Strategy Policy CP7: Sport, Recreation and Green Space	Promotes proposals that contribute to sports, recreation and green space facilities within the Borough for the benefit of local residents and visitors.

Core Strategy Policy CP8:  
Dwelling Provision

Makes provision for 2,000 net additional dwelling within  
the Town Centre and Central Area.

## Appendix 2 Glossary of Abbreviations

---

AA	Appropriate Assessment
AAP	Area Action Plan
AMR	Annual Monitoring Report
AVL	Advanced Vehicle Location
BBA	Better Bus Area
BID	Business Improvement District
c2c	Rail Operator of the London Fenchurch Street to Shoeburyness line
CAM	Central Area Masterplan
CCG	Care Commissioning Group
CCTV	Closed Circuit Television
CIRIA	Construction Industry Research and Information Association
DCLG	Department of Communities & Local Government
DFT	Department for Transport
DPD	Development Plan Document
EA	Environment Agency
ELR	Employment Land Review
FRA	Flood Risk Assessment
FWMA	Floods and Water Management Act 2010
HRA	Habitats Regulation Assessment
LDD	Local Development Document
LDS	Local Development Scheme
LEA	Local Economic Assessment
LLFA	Lead Local Flood Authority
LPA	Local Planning Authority
LSTF	Local Sustainable Transport Fund
LTP	Local Transport Plan
MSCP	Multi Storey Car Park
NHS	National Health Service
NPPF	National Planning Policy Framework
OAN	Objectively Assessed Need
PIP	Punctuality Improvement Partnership
PFRA	Preliminary Flood Risk Assessment
SAB	SUDS Approval Body
SE LEP	South East Local Enterprise Partnership
SFRA	Strategic Flood Risk Assessment
SHMA	Strategic Housing Market Assessment
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
SWMP	Surface Water Management Plan
TGSE	Thames Gateway South Essex

### Appendix 3 – Schedule of Existing Landmark Buildings



Adventure Island, Western Esplanade  
*(Central Seafront Policy Area)*



All Saints Church, Sutton Road  
*(outside of the SCAAP boundary)*



Central Library (former), Victoria Avenue  
*(Victoria Gateway Neighbourhood Policy Area)*



Central Museum, Victoria Avenue  
*(Victoria Gateway Neighbourhood Policy Area)*



Civic Centre, Victoria Avenue  
*(Victoria Gateway Neighbourhood Policy Area)*



Cliff Lift, Western Esplanade  
*(Central Seafront Policy Area)*



Cliffs Pavilion, Station Road  
*(Central Seafront Policy Area)*



Clifftown Church/Studios, Nelson Street  
*(Clifftown Policy Area)*



Park Inn Palace Hotel, Pier Hill  
*(Central Seafront Policy Area)*



Pier Hill Observation Tower and Lift,  
Pier Hill  
*(Central Seafront Policy Area)*



Porters, Southchurch Road  
*(outside of the SCAAP boundary)*



Prittlewell Chapel, North Road  
*(Victoria Gateway Neighbourhood  
Policy Area)*



Royal Hotel and Royal Terrace  
*(High Street and Clifftown Policy Areas)*



Seafront / Estuary  
*(Central Seafront Policy Area)*



South Essex College, Luker Road  
*(Elmer Square Policy Area)*



St John's Church, Herbert Grove  
*(Central Seafront Policy Area)*



St Mary's Church, Victoria Avenue  
*(outside of the SCAAP boundary)*



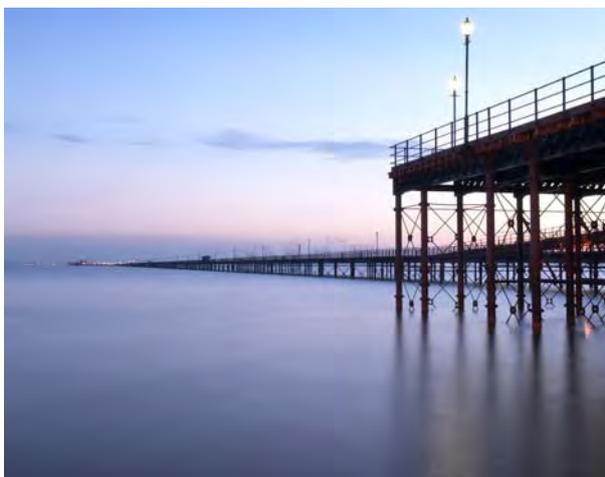
Swan Hall, Victoria Avenue  
*(Victoria Gateway Neighbourhood Policy Area)*



The Forum, Elmer Square  
*(Elmer Square Policy Area)*



The Kursaal, Eastern Esplanade  
*(Central Seafront Policy Area)*



The Pier  
*(Central Seafront Policy Area)*



University of Essex, Elmer Approach  
*(Elmer Square Policy Area)*



University of Essex, Elmer Approach  
*(Elmer Square Policy Area)*

## Appendix 4: Flood Risk Management Technical information and Definitions

---

### Flood Risk Definitions:

Flood risk zone 2 – medium risk, 1 in 1,000 to 1 in 200 annual probability

Flood risk zone 3 - high risk, 1 in 200 annual probability or more

Design flood event and flood level – based on 1 in 200 annual probability event at the end of the development's lifetime.

Extreme flood event and flood level – based on 1 in 1,000 annual probability event at the end of the development's life.

As an example, the SFRA2 predicts that within the Central Seafront Area, outside of Adventure Island, by 2110, the design and extreme maximum flood depth are approximately 1 metre and 4 metres. Adventure Island is characterised by 5m maximum flood depths under both scenarios.

Lifetime of development – assumed to be 100 years for residential, 60 years for commercial (unless circumstances indicate otherwise)

### Flood Risk Vulnerability Classification

#### Highly Vulnerable

- Emergency services
- Emergency dispersal points
- Basement dwellings

#### More Vulnerable

- Hospitals
- Residential institutions such as care homes, children's homes, and hostels
- Buildings used for: dwelling houses; student halls of residence; drinking establishments; nightclubs; and hotels
- Health services, nurseries and educational establishments

## Appendix 5: Transport, Access and Public Realm Strategy

### Transport, Access and Public Realm Strategy

In order to secure a 'step change' in Southend Central Area to achieve a modern integrated and accessible transport system that unlocks potential in opportunity sites and secures sustainable regeneration and growth, complemented by a quality, inclusive public realm, the Council will:

- Work in partnership with the **South East Local Enterprise Partnership (SELEP)** to deliver investment and improvements to the strategic road network and public realm, highlighting the importance of the A127 strategic corridor to delivering economic growth and housing, as set out in the Southend and Essex **A127 Corridor for Growth – An Economic Plan** (March 2014) .
- Continue the programme of public realm and access improvements, including a continuation of the Victoria's public realm improvement scheme at London Road, Queensway (west) and Victoria Circus, Queensway (east) (**Policy PA4**), Victoria Avenue (**Policy PA9**), and the Central Seafront Policy Area (including City Beach) (**Policy CS1**), addressing the principles established by the **Southend Streetscape Manual SPD3**.
- Continue to develop and support the cycle route network, provision of secure cycle parking and work with **Cycle Southend** in terms of promotion, marketing, Bikeability and other travel training, and the creation of cycle hubs.
- Seek to pedestrianise a number of the High Street's inter-linking access/'stub' roads and reduce the dominance of on-street parking and general vehicle circulation, creating one-way streets and 20mph zones.
- Improve the environmental quality of existing residential streets within the Central Area, particularly those to the east of the High Street, to create 'home zones' or pedestrian-priority areas that improve access and encourage walking and cycling.
- Continue to implement a quality signage and way-finding scheme for pedestrians and ensure that travel information better relay details to road users.
- Encourage the use of sustainable travel modes, ensuring that all forms of transport are equally accessible to all, through smarter choices techniques (including the promotion of a Borough-wide Smart Card ticketing system, and through the use of mobile phone technology) and mobility management measures, promoting opportunity for car sharing and the setting up of car and van clubs.
- Maintain and build upon existing bus stop improvements, real time information and bus prioritisation at signals, as well as targeted junction enhancements and highways improvement works.
- Improve public perceptions of safety within Southend Central Area particularly at night, by ensuring that street lights are maintained, CCTV is obviously sited, and public transport and taxis operate after dark to help secure a vibrant, safe evening economy.
- Work with local bus operators to further improve bus services to the town centre including evening and night time services, providing a more reliable and punctual bus service through the implementation of a Punctuality Improvement Partnership (PiP), and improvements to the Advanced Vehicle Local (AVL) system
- Work with train operators to achieve high levels of reliability and performance on all services, maintain and promote contra-flow inter-peak services for journeys to Southend, explore park and ride opportunities that provide quick and convenient access to the Town Centre and Central Seafront, continue active participation in the development and marketing of Station

Travel Plans, and encourage pedestrian and cycle links between Southend Central and Southend Victoria Railway Stations and the Travel Centre

- Work with taxi operators to improve the provision for taxi's at key locations to support access.
- Work with stakeholders to develop the work of the ***Ideas in Motion*** brand to encourage businesses, schools and colleges to implement managed travel plans and introduce a personalised travel planning service, and to support applications for funding.
- Seek to develop a priority route towards ***London Southend Airport***, together with corresponding junction improvements at A127 Victoria Avenue/Fairfax Drive/East Street/Harcourt Avenue/ Great Eastern Avenue.
- Manage car parking demand within the Southend Central Area network through a combination of measures to support the vitality and viability of the town centre and central seafront area; balance parking supply between the car parks and development sites north and south of the railway line; ensure there is no net loss of public car parking south of the central railway line.
- Improve access to car parks for vehicles and pedestrians.
- Encourage an extension to the existing VMS scheme, or updated technology, to improve information about car parking capacity within town centre car parks, direct drivers to the most convenient and accessible car park, and avoid unnecessary circulating traffic by improving access to town centre car parks from Queensway dual carriageway.
- Ensure that servicing and delivery arrangements meet the reasonable needs of businesses, and minimise their environmental impact; working with the freight industry and logistic to implement more efficient use of vehicles in terms of guidance, zoning and delivery timetables

## Appendix 6: Dwelling Figures for the Central Area – relationship with Core Strategy Requirements

	Core Strategy 2001 to 2021	Completed April 2001 to March 2016 (net)	Core Strategy (as adjusted 2016 to 2021)	Site Allocations (net) to be delivered by 2021*	Other commitments to be delivered by 2021	Total New Dwellings	Difference from Core Strategy (adjusted 2014 to 2021)
SCAAP	2,474	1,087	1,387	1,732	425	2,157	+770
Local Authority Area excluding SCAAP	4,026	3,694	332	To be determined	780	780	+448
All Borough (Total)	6,500	4,781	1,719	1,732	1,205	2,937	+1,218

\*In relation to the amount of dwellings to be delivered via Opportunity sites within the SCAAP area by 2021 the following assumptions have been made:

- Queensway (PA4. 1): half of the site is assumed to be delivered by 2021
- Victoria avenue (PA8. 1): sites with planning permission assumed to be delivered by 2021
- Baxter Avenue (PA8.2): half of the site is assumed to be delivered by 2021
- Sutton Road (PA9. 1): sites with planning permission assumed to be delivered by 2021

## Appendix 7: Replaced Saved Planning Policies<sup>14</sup>

Saved Planning Policies replaced by Southend Central Area Action Plan upon adoption

Policy/ Proposal Ref.	Policy Subject
L2	Central Seafront Area
L3	Southend Pier
C7	Shop and Commercial Frontages and Fascias
S5	Non-Retail Uses
S8	Improvements to Primary Shopping Frontages
S9	Retention of Secondary Shopping Frontages
P3a	Proposal Site: Former Gas Works Site, Eastern Esplanade
P3b	Proposal Site: Land at Burnaby Road
P3d	Proposal Site: Land West of Baltic Avenue
P3g	Proposal Site: Scrap Metal Yard, 215a North Road
P3j	Proposal Site: Industrial Uses, Roots Hall Avenue
P3k	Proposal Site: Industrial Uses between Roots Hall Avenue and Victoria Avenue
P4a	Proposal Site: Baxter Avenue
P4c	Proposal Site: Whitegate Road
P4d	Proposal Site: Pitmans Close
P4k	Proposal Site: Central Station, Clifftown Road
P5b	Proposal Site: Warrior Square (South side) and Whitegate Road (North side)
P5c	Proposal Site: Tylers Avenue and York Road
P6c	Proposal Site: Southchurch Avenue/ Marine Parade
P9b	Proposal Site: London Road
P9c	Proposal Site: Warrior Square
P9k	Proposal Site: Seaway Car Park, Queensway

<sup>14</sup> Saved planning policies were effective from 27th September 2007 - Direction under paragraph 1(3) of Schedule 9 to the Planning and Compulsory Purchase Act 2004.

## Appendix 8: Marketing Evidence

This appendix sets out requirements for applicants to produce evidence to demonstrate that A1 retail premises are no longer in demand, viable or suitable for their continued permanent authorised use.

The Council may seek independent advice, funded by the applicant at a reasonable cost, to test the veracity of any marketing exercise. This verification will assess the accuracy and robustness of the matters listed below.

In respect to Policy DS1.4(a) vacant units could include units occupied for temporary or 'flexible' uses, permitted through a temporary planning permission or under permitted development rights.

### **PART A - Marketing**

In relation to Policy DS1.4 the following details will be used to assess the acceptability, or otherwise, of the information submitted and any marketing undertaken.

Marketing evidence requires demonstration of an active marketing campaign for a continuous 2 year period, whilst the premises were vacant\*, which has shown to be unsuccessful.

Marketing must be through a commercial agent at a price that genuinely reflects the market value of the lawful use. It must be shown to the council's satisfaction that marketing has been unsuccessful for all relevant floorspace proposed to be lost through redevelopment or Change of Use.

Active marketing should include all of the following:

1. A visible advertisement board posted in a prominent location on site, including relevant contact information (subject to advertising consent, if required);
2. Registration of property with at least one commercial property agent and continuously advertised on the agent's website;
3. Property details and information available to enquirers on request;
4. Property marketed at a reasonable price reflecting market conditions, including in relation to use, condition, quality and location of the premises/ site;
5. Property marketed for the appropriate use or uses as defined by the relevant planning policy.

Sufficient detailed information is required to be submitted alongside any planning application to demonstrate compliance with the above criteria.

Additionally, information should be submitted regarding:

- i. the number and details of enquiries received;
- ii. the number of viewings;

- iii. the number, type, proposed uses and value of offers received;
- iv. reasons for refusal of any offer received, and/or reasons why any offers fell through;
- v. the asking price and/or rent that the site or property has been offered at, including a professional valuation from at least three agents to confirm that this is reasonable;
- vi. the length of marketing period, including dates, and
- vii. the length of the vacancy period.

*\* - vacant units could include units occupied for 'meanwhile uses' or temporary uses, permitted through a temporary planning permission or under permitted development right*

## Appendix 9: Publicly available paid for parking in Central Area South (area as defined in Map 4)\*

Publicly available paid for Parking	Number of Spaces*	Within a 'Key Visitor Car Park
Fairheads	211	Yes
Seaway	478	Yes
Royals**	426	Yes
Shorefield	125	Yes
York Road	93	Yes
Tylers	249	Yes
Alexandra St	74	Yes
Clarence	126	Yes
Western Espl. Central	585	Yes
Western Espl. East On St	128	Yes
Eastern Espl. On St	67	Yes
Southend Central Station NCP**	138	No
Beach Rd**	40	No
Marine Plaza**	67	No
York Road. On St	22	No
Clifftown Rd. On St	11	No
Baltic Av. On St	6	No
Clarence Rd. On St	16	No
Clarence St. On St	12	No
Weston Rd. On St	19	No
Nelson St. On St	18	No
Capel Terrace. On St	6	No
Alexandra St. On St	16	No
Cambridge Rd. On St	24	No
Alexandra Rd. On St	39	No
Cashiobury Terrace. On St	14	No
Runwell Terrace. On St	6	No
Prittlewell Sq. On St	43	No
Royal Terrace. On St	19	No
Clifton Ter/Clifftown Pde. On St	45	No
Devereux Rd. On St	19	No
<b>Total</b>	<b>3,142</b>	<b>N/A</b>

\* Base date May 2016

\*\* Private Car Park

