



Development Brief

The Leas Sun Shelter (The Horseshoe Shelter)
Western Esplanade
Southend-on-Sea



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NB. Please note that the purpose of this brief is one of guidance only and that any opinion therein is that of an officer of the Borough Council and does not necessarily reflect the view that might be taken by the Council itself. Consequently any opinion expressed will not bind the Council.

Aims and Objectives of the Development Brief

This Development Brief outlines the development potential, planning and conservation objectives for a prominent, Locally Listed seafront sun shelter situated on Western Esplanade in The Leas Conservation Area in Southend.

The Brief will ensure that any development is designed in accordance with national, regional and local planning policy. From a local perspective, it is essential that any development fully considers policy contained in the Southend on Sea Borough Local Plan (1994), The Core Strategy DPD (2007), The Design and Townscape Guide SPD (2009), The Leas Conservation Area Appraisal (2010), the emerging Development Management DPD, as well as any other relevant documents published by the Council and external bodies; this will ensure there is a robust and detailed framework for delivery of the right use for the site.

Once adopted, this brief will be a material consideration in the determination of any planning application for this site. Any plans submitted, therefore, must adhere to the principles of the brief before applying for planning permission.

Whilst this Brief establishes a clear framework and a degree of development certainty, it is not intended to be overly prescriptive in relation to the detailed design of the site. Nevertheless any development proposals must be based on a careful and considered understanding of the character and nature of the immediate and surrounding area.



View from inside the shelter

Developers will be expected to demonstrate in their planning application through the design and access statement how their proposal will meet the requirements of this Brief, with specific focus given to:

- (i) Character + Conservation;
- (ii) Design, Detailing + Construction;
- (iii) Sustainability + Energy Efficiency.

In summary, the overall objective of the brief is to:

- Create a degree of development certainty for prospective developers.
- Preserve and enhance this Locally Listed Building, and the wider Conservation Area.
- Guide the redevelopment of The Leas Sun Shelter on Western to achieve a high quality tourist and/or leisure based visitor attraction with a small scale restaurant/cafe/ice cream parlour favoured along the seafront.
- Maintain an element of public shelter
- Ensure the form and type of development is appropriate to the locality and is in accordance with Council policies and plans.
- Achieve a development which has a positive and long term contribution to the on-going regeneration and growth of Southend.



The Shelter looking east

Site Description and Location Plan

The Shelter occupies a key location on the Esplanade within The Leas Conservation Area, being positioned under the cliff close to an area of popular cafes and restaurants (known as 'the Arches'), well-established residential roads and open green space. The Shelter is identified, therefore, as providing a significant opportunity for the creation of a high quality leisure facility in the form of a small scale restaurant/café/ice cream parlour within the existing building (with an area of public shelter to be retained) set in a landscaped public space with unprecedented estuary views. A change of use for the purpose identified will require planning permission.

Western Esplanade runs immediately to the south of the site and is a main artery in and out of the town, providing access to the central seafront area. The site itself offers no parking, however there is an abundance of public parking available along Western Esplanade.

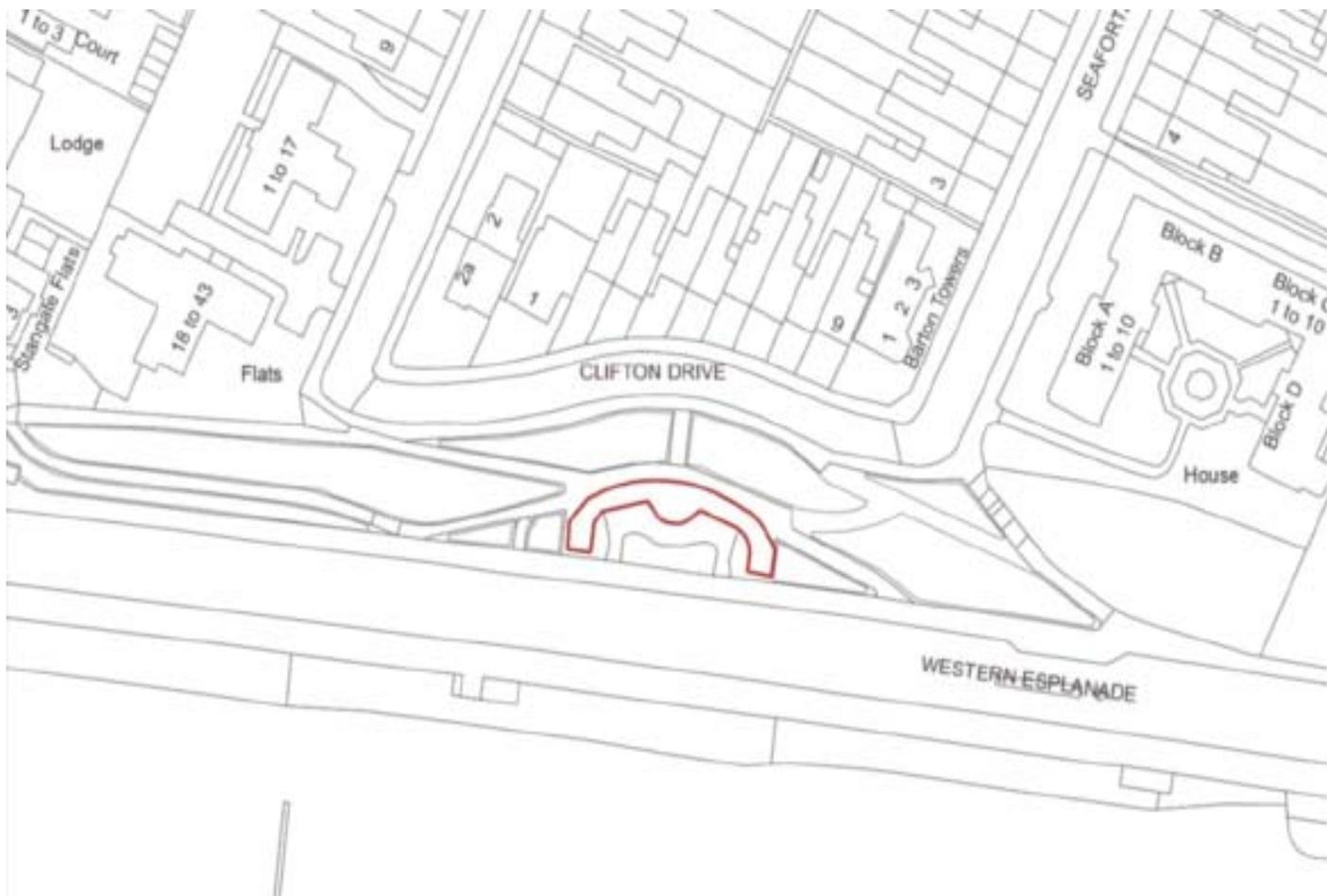
The demised net internal area of the existing structure is approximately 1689 sq/ft and in addition to enhance the setting and offer there is also potential to use an external seating within the

existing landscape grounds to the southern elevation area at approximately 2809 sq/ft. The site is at the heart of a coastline which collectively sees visitors in excess of 6.5 million per annum and offers great potential for commercial use.

Currently used as a seafront sun shelter access is directly from the highway, which in itself is on the beach edge. The northern side of the Esplanade is extensively residential in character, the majority of which is flatted accommodation. Careful consideration needs to be given to the impact of any new use upon the setting of neighbouring dwellings and views to the estuary.

Historical Context

Southend-on-Sea developed into a large seaside resort during the Victorian and Edwardian Periods, prompted by the construction of two dedicated main line railways in London leaving from Liverpool Street and Fenchurch Street to Southend and its environs. Southend seafront and esplanade has historically been, and continues to be, an open and accessible leisure and recreational resource, and includes the world famous Grade II listed Southend Pier. The Esplanade itself provides an important focal point



Location Plan

and route for visitors to the seafront by car, bike and foot, where they can access the existing range of facilities including pubs, amusements, cafes and restaurants, as well as providing a pleasant wide pedestrian promenade between Chalkwell and Westcliff.

Designation

The Shelter is situated within The Leas Conservation Area, which was first designated in 1981 and later extended. The Leas Conservation Area Appraisal (2010) notes the suburban seaside character of the setting, with generously spaced streets and good views of the sea from most places within it due to the sloping nature of the Area. There is little formal planting in the Area, apart from that surrounding the Sun Shelter, and this should be preserved and enhanced as part of any development.

The Shelter is celebrated within the Conservation Area Appraisal as being a 'splendid inter-war red brick and stone structure which curves gracefully around a pretty green space. Its flat roof provides a platform giving excellent sea-views from just below Clifton Drive.' It was added to the Local List in 2010, and these designations are expected to play an important part in any development proposals for its re-use.

Use

It is envisaged that a new leisure based use for The Shelter would attract not only those residents and visitors within walking distance, but also clientele from further away, aided by a regular bus service from neighbouring areas and ample parking along the Esplanade. The well-established, dedicated cycle and pedestrian routes along the seafront should also provide significant footfall.



The formal planting area to the front of the Shelter.

The re-use of this attractive building for restaurant/café/ice cream parlour, plus retaining an element of the Shelter for public use, is considered to have the potential to contribute towards the continued regeneration and growth of Southend by providing an excellent opportunity for a new or existing local business to thrive or expand, whilst preserving and enhancing a building that is embedded in the history of Southend seafront by providing it with a new identity. There may also be scope for some public convenience provision. However, other evening/night economy uses, such as a disco/club, are not likely to be acceptable in this location.

The historical context, dictate that any plans submitted must ensure that use is sympathetic and historic features of the building are appropriately preserved and restored. Favourable consideration, therefore, will be give to a development proposal for the re-use of this building, that preserves its character, and that of the surrounding area. Proposals will be expected to demonstrate that the idea of reversibility has been incorporated into designs – if internal changes are needed then they should be achieved sensitively so that they can be reversed.

A development proposal must therefore demonstrate an appropriate palette of materials and a high quality of detailing. The context of the adjacent residential buildings, its position within the Leas Conservation Area, as well as the unique landscape of the Thames Estuary will all need to be given careful consideration to ensure that the best possible development is achieved.



Shelter looking west

Planning Context

Consideration of relevant planning policy documents and guidance must be demonstrated in any planning application for the site. It should be borne in mind that the policy and guidance contained in this section is not exhaustive. Detailed reference to specific policy documents as well as to any other relevant literature, which are not described herein, should be consulted, and compliance with them demonstrated in a development proposal. Pre-application discussion with the Local Authority, particularly given the local Listing and Conservation Area designations, should be undertaken for this site, and planning permission will be required for the change of use.

National Policy

The national planning context is provided by the National Planning Policy Framework (NPPF) which was published in March 2012. The NPPF condensed the previous Planning Policy Statements and Planning Policy Guidance Notes into one document, with the intention of making the planning system less complex and more accessible.

The NPPF sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework for Local Authorities to produce their own distinctive local plans which reflect the needs of their communities.

The NPPF is published by the Department for Communities and Local Government and is available from: <http://www.communities.gov.uk/publications/planningandbuilding/nppf>

Regional and Sub-Regional Policy

The Localism Act, November 2011, enables the Government to revoke Regional Spatial Strategies (RSS). However, following a legal challenge by CALA Homes a 12-week consultation on each of the strategic environmental assessments into the impacts of revoking the RSS was completed. These consultation responses are currently being considered by Government and at this time the RSS, known for the East of England as the East of England Plan, remains part of the development plan for Southend until the revocation process is formally completed.

Local Policy

The Planning Policy context for this brief is provided by the adopted Southend on Sea Borough Local Plan (1994), the Southend on Sea Core Strategy (2007) and Southend on Sea Design and Townscape Guide SPD (2009). Regard should also be had for the adopted The Leas Conservation Area Appraisal and the emerging Development Management Development Plan Document (DM DPD).

A more detailed appraisal of relevant local planning policy is outlined below:

Local Policy Considerations for the site

Southend Borough Council planning policies and guidance must be taken into consideration when formulating a planning proposal. Please refer to specific policies in the appropriate development plan for a full and detailed description of policy. Further policies and guidance produced by Government, external agencies and other relevant bodies should also be referred to and considered, where appropriate, to ensure that the best possible development is achieved on the site.

Southend on Sea Borough Local Plan (1994)

Policy L1: Facilities for Tourism: The Borough Council recognises the importance of promoting and encouraging new visitor attractions, and for improving existing tourist facilities, particularly where they enhance the resorts ability to attract and cater for visitors, and increase local employment opportunities.



View from the beach side

Policy C2: Historic Buildings: Buildings on the Local List will be protected from unsympathetic development. Development proposals will be required to pay special regard to the preservation and restoration of internal and external features which contribute to their character, to the maintenance of their scale and proportions, to the preservation of their setting and to the use of appropriate materials.

Policy C4: Conservation Areas: The Council will endeavour to protect and enhance the historic character of the Borough, particularly in Conservation Areas and those buildings of architectural and historic importance.

Policy C11: New Buildings, extensions and alterations: Proposals for new buildings, extensions or alterations should respect the amenity of existing residential property, safeguard the character of Conservation Areas, historic buildings and important public vistas and, where appropriate, contribute to and enhance public pedestrian open spaces.

Policy C7: Shop and Commercial Frontages and Fascia's: One of the main elements in establishing the character and image of shopping and mixed commercial areas is the design of ground floor frontages and fascia's. If well designed, they can make a positive contribution to the townscape and help produce a lively and attractive environment.

Policy E5: Non-residential uses located close to housing: The policy requires that the character and amenities of residential streets be safeguarded from overlooking, noise, smell, parking, traffic and other activities. Particular regard will need to be given to the impact of noise generating activities on residential premises in the roads to the north of Eastern Esplanade.

In accordance with Policy E5 and Environmental Health Legislation the Council require that:

- the site layout minimises any adverse impact on the surrounding residential areas; and
- provision is made for environmental and pollution control equipment, including ventilation and extraction equipment and methods of noise attenuation having regard for the historic character and appearance of this locally listed building (see 'Building Design').



Two views from above the shelter and looking across to the beach

Southend on Sea Core Strategy (2007)

Strategic Objective 14: states an intention to deliver high quality, well designed and attractive urban and natural environments which are safe, people friendly and distinctive, and which respect and enhance existing character and local amenity.

Policy KP1: Spatial Strategy: In implementing the spatial strategy set out in Policy KP1, it is essential that all development proposals not only deliver the regeneration and growth required in accordance with that strategy, but are also appropriate in terms of their detailed siting, content, design and layout, quality and impact.

Policy KP2: Development Principles: highlights a need to ensure that future development is sited, laid out and designed in such a way that it reduces the use of natural resources; promotes the use of renewable and recycled resources; avoids or adequately mitigates the risk of flooding, actual or potential pollution impacts, crime and the fear of crime; and provides enhanced environments of ecological and amenity value.

Policy CP4: The Environment and Urban Renaissance: asserts that all development will be expected to contribute to the creation of high quality, sustainable urban environments which protect, complement and enhance the natural and built assets of Southend.

Policy CP6: Community Infrastructure: The Council's preferred approach to delivering an improved quality of life in the Borough includes



View inside shelter

promoting new opportunities for sports, recreation, leisure and cultural facilities.

The Design and Townscape Guide SPD (2009)

The proposal site is in an extremely important, prominent and connected location on Western Esplanade, forming a key part of Southend's leisure and tourism offer. Any development will have public and visual impact not only on its immediate locality and environment, but also on the perception of the area for both residents and visitors. Sensitivity in retaining the structure, architectural detail and scale of the existing building, whilst creating a vibrant use is therefore essential.

Conservation + Heritage Assets

The Borough's historic areas have special value for the community. They are visible links with our past, attractive contrasts to modern environments and can help strengthen the local economy. It is therefore important to ensure that when changes are necessary, they protect the special character of the area and bring about improvements. Any development affecting the historic environment will therefore need to take into account those aspects of acknowledged importance and be designed to respect, safeguard, restore or enhance its quality.

Development in a conservation area will be required to respect its character by preserving or reinstating traditional features and materials, respecting the grain and massing of buildings in the locality and its townscape quality and enhancing the area with good quality design, as relevant.

This opportunity presents a unique challenge to further enhance the architectural quality of the existing shelter so that it contributes positively to the character of The Leas Conservation Area. The Council is seeking the most sensitive and/or imaginative of proposals to re-use this important heritage asset.

Secured by Design

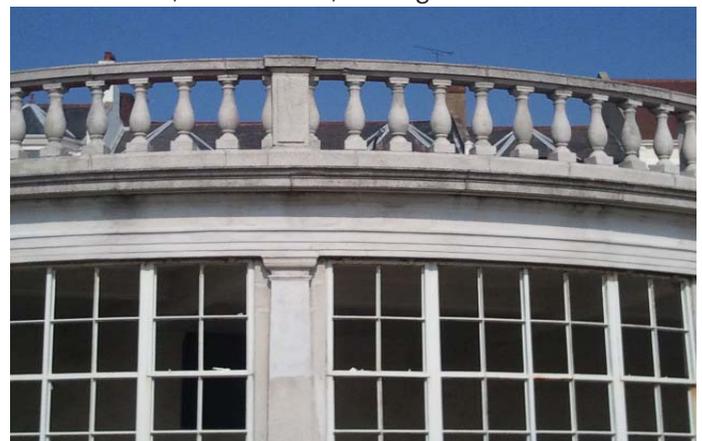
All new development should be designed to reduce the opportunity for crime. The Council has a duty to do all it reasonably can to prevent crime and disorder in its areas. In design terms, there are a number of recommendations to maximise public safety in urban areas, including: Natural Surveillance and Permeability; CCTV; Neighbourhood Creation and Mix of Uses; Sense of Place; Lighting and Boundaries.

In drawing up detailed proposals the Council considers that the advice of the Police Architectural Liaison Officer for the area should be sought on aspects of safety and security. Participation in the existing CCTV surveillance system on the seafront would also be welcomed.

Design Principles

In light of the above and local policy requirements, any development in this area will need to demonstrate the following in compliance with guidance contained within the Design and Townscape Guide SPD (2009):

- Respect for the design and scale of the existing shelter, taking account of The Leas Conservation Area Appraisal;
- Demonstrate the 'reversibility' of the proposals. If internal, or external, changes are needed then



The Sun Shelter's windows and terrace

they should be achieved sensitively so that it can be reversed;

- Maintaining an element of the building as a public shelter;
- The highest quality of appropriate sustainability sourced materials;
- Signage that respects the contexts and does not detract from the quality on the building;
- That all air handling equipment, ducts, grills, etc. are suitably resolved within the design (full details must be submitted with any planning application including acoustic performance, ventilation and extract outlets);
- Help secure a useable space that is accessible to all;
- A visual and physical connection to the public space, particular in the warmer months when the use can extend externally;
- Consideration having been given to the risk, or perceived risk of flooding, and mitigation thereof;
- A lighting solution that provides visual interest whilst respecting the neighbouring residential buildings and naturalistic setting.
- All refuse /recycling and cycle storage should be designed and sited so as to be sympathetic to the building and surrounding area. Details of which need to be agreed with the Council



the Shelter

The Sun Shelter was Locally Listed in 2010 following the recommendations laid out within the Appraisal, which described it as a landmark building within the Conservation Area, being built in materials that fit in well with the local building style: red brick with white stonework and small paned metal window frames.

The Shelter is described as suffering from a degree of disrepair, which should be addressed to prevent accelerating deterioration. The large road sign directly in front of the shelter obscures views of it and its relocation should be considered to enhance views of the shelter.

The Leas Conservation Area Appraisal (2010)

The Leas Conservation Area is one of 14 in the Borough – of which there are 4 along the seafront. It was first designated in 1981 and later extended. The 2010 appraisal provides a detailed account of the Area's unique character and historical interest.



View of the Shelter



View of the Shelter

Outline of Proposed Heads of Terms

- Lease term 21 years minimum and can be subject to negotiation.
- This scheme will proceed by way of Building Agreement for Lease, and developer proposals for the earliest income generation for the Council will be favourably considered in the selection process. Developers proposals will need to include a development programme showing timescales for building works.
- Rental proposals are sought.
- Assignment - not part, but the whole subject to Council's consent.
- User provision – To be confirmed, depending on selected partner, however a high quality Restaurant/Café/Coffee Shop/ice cream parlour with ancillary entertainment and suitably licensed entertainment are encouraged.
- An element of the building should be retained for public use as a Shelter.
- The tenant would be responsible to manage, put, keep in repair and where necessary reinstate part of the structure as a public shelter to the satisfaction of the landlord.
- To neither cause nuisance nor undertake activities inconsistent with the seafront and adjoining residential area.

Selection Criteria

The Council will reserve the right to make a selection of the successful developer in the best interests of local taxpayers but will have regard to:

- Track record of delivery and good quality previous developments;
- Commercial return to the Council (with strong preference towards a good revenue income as soon as possible);
- Financial commitment (likely to include a deposit) and ability to undertake this scheme;
- Details of the quality of the development and the proposed use, and how this heritage asset will be preserved and enhanced;
- Development timetable

Property Misdescription Act 1991

In accordance with the Property Misdescriptions Act 1991, Southend Borough Council has prepared this development brief for general guidance purposes only. It does not form or constitute any part of an offer or contract. Southend Borough Council has not carried out a structural survey of the property services, appliances or specific fittings mentioned in these details have not been tested.

All photographs, measurements, floor plans and distances referred to are given as a guide only and must not be relied upon when purchasing the premises. Lease details (where applicable) are given as a guide only and should be confirmed by a licensed conveyancer prior to exchange of contracts.

Misrepresentation Act 1967

Southend-on-Sea Borough Council give notice that:

1. These particulars do not constitute any part of an offer or contract.
2. None of the statements contained in these particulars as to the properties are to be relied on as statements or representations of fact.
3. Any intending purchaser must satisfy himself by inspection or otherwise as to the correctness of each of the statements contained in these particulars.

Further Information & Contacts

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The relevant planning policy documents are available to download from the councils website:
www.southend.gov.uk

