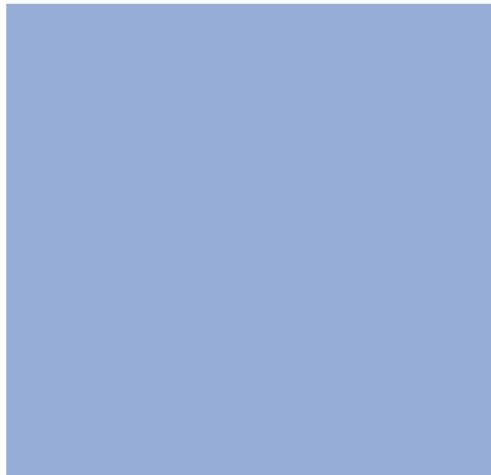


Development Management Document July 2015



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section one

Section 1: Introduction

Local Planning Framework

- 1.1 The 'Development Management' Development Plan Document, when adopted, will form part of the Southend-on-Sea (hereafter referred to as 'Southend') Local Planning Framework. The Planning and Compulsory Purchase Act (2004) introduced the system of Development Plan Documents (DPDs). The National Planning Policy Framework (NPPF) has introduced changes to national policy and guidance replacing previous Planning Policy Guidance (PPG) and Planning Policy Statements (PPS). The NPPF refers to the collection of DPDs that make up the statutory plan for a Local Planning Authority (LPA), which includes this Development Management DPD, as the 'Local Plan'.
- 1.2 Southend-on-Sea's Core Strategy DPD was adopted in December 2007. The *Core Strategy DPD* sets out the Borough Council's spatial strategy and strategic planning policy framework for Southend. It contains the vision and strategic objectives for the spatial strategy, key development principles, detailed core thematic policies and a monitoring and implementation framework. The *Core Strategy DPD* is a strategic level document that provides the framework for subsequent DPDs, including the Development Management DPD.
- 1.3 The Borough Council has also adopted the following Supplementary Planning Documents (SPDs) which provide further guidance and advice in relation to delivery of the Core Strategy.
 - 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 (adopted 2010, revised 2015). This document provides developers, landowners, the community and the Borough Council with 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; and
 - Streetscape Manual SPD (adopted 2014). This document provides guidance to ensure a coordinated, high quality streetscape is sustainably achieved within the Borough.
- 1.4 These DPDs and SPDs collectively form the planning policy framework for the Borough and to which all development should have regard to ensure that development in Southend will be undertaken in a sustainable manner that contributes to local regeneration objectives and improvements to the quality of life of residents, businesses and visitors of the Borough.
- 1.5 The Council is also preparing a Community Infrastructure Levy (CIL) Charging Schedule, which will be informed by the policies in this Development Management DPD. Local authorities can choose to apply CIL to specified developments in their area. The levy can apply to new residential and commercial development, and the proceeds can be spent on providing infrastructure to support the development within that authority's area. A key consideration in setting CIL is to ensure that, in general, development within the Borough

will still be viable after it has complied with planning policies, including the policies contained within this Development Management DPD.

Development Management Policies Document

The Purpose of this Document

- 1.6 The 'Development Management' DPD sets out the Borough Council's policies for positively managing development in Southend and will be used to assess and determine planning applications. The policies in the Development Management DPD will replace a number of Southend Borough Local Plan Saved Policies, as outlined in Appendix 9. The document will advise people who are considering development on the nature of proposals that are likely to be acceptable.
- 1.7 The Development Management DPD reflects the spatial vision and objectives of the *Core Strategy DPD* and includes more detailed local policies for the management of development. Where appropriate, cross-references are made to the relevant *Core Strategy* Strategic Objectives and Policies, as set out in Appendix 2 and 3 respectively, that the development management policies will assist in delivering and the relevant core strategy policies that the policies will expand upon.
- 1.8 The Development Management DPD provides the framework in which to manage Southend's built environment and ensure successful place-making to ensure that the Borough is a place where people want to live work and enjoy. This document will contribute positively to the health and well-being of residents, businesses and visitors alike and consequently will deliver sustainable development and support balanced communities.

Relationship between Policies

- 1.9 All policies within this Development Management DPD should be read alongside national planning policies, the policies of the Core Strategy DPD, other Development Plan Documents and guidance in Supplementary Planning Documents that comprise the Local Planning Framework.
- 1.10 It is important to note that this Development Management DPD should be read as a whole, as the policies are cross cutting and inter-relate. Decisions on development proposals will have regard to all relevant policies within this Development Plan Document. The fact that a particular policy may specifically support or encourage a certain type of development does not alter this requirement.

Sustainability Appraisal

- 1.11 A Sustainability Appraisal 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 Sustainability Appraisal forms an iterative process with all stages of the Development Management

DPD being assessed. These appraisals have been used to assess alternative policy options, assist decision-making and identification of the most sustainable policies to take forward. The final assessment of the sustainability and the potential significant effects of this plan can be found in the Sustainability Appraisal Report which is available on the Borough Council's website www.southend.gov.uk.

Habitats Regulations Screening Report

- 1.12 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 European Sites designated for their nature conservation importance. These include Special Areas of Conservation, Special Protection Areas, and international Ramsar sites. The Habitats Regulations Screening Report is available on the Council's website www.southend.gov.uk/ldf. The Development Management DPD has taken account of the conclusions of the screening report to ensure that it will not have any significant impact on European sites, either alone or in combination with other plans and strategies.

Policies Map

- 1.13 The Development Management DPD is accompanied by a Policies Map, available on the Council's website, which illustrates land use designation related to policy (including those referred to in the Core Strategy (2007) policies, where applicable).

National Planning Policy

- 1.14 National Planning Policy provides the framework within which councils can produce their own distinctive local plans, which reflect the needs and priorities of their communities. Planning law requires that applications for planning permission must be determined in accordance with the development plan, including this Development Management DPD, unless material considerations indicate otherwise.

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section two

Section 2: Design and Townscape

Policy DM1 – Design Quality

- 2.1 High quality, innovative design is essential in creating and maintaining successful and sustainable places that are safe, attractive, and distinctive and where people will want to live, work, visit and enjoy. It is therefore necessary that this is at the forefront of all planning applications and the Council will require all new development to achieve a high design standard that contributes positively to the local distinctiveness and characteristics of places, spaces and neighbourhoods within the Borough.
- 2.2 The Council's *Design and Townscape Guide SPD* provides detailed design advice for achieving high quality development within the Borough that draws on local distinctiveness. The aim of the *Design and Townscape Guide SPD* is to provide a practical basis for achieving high quality design that enhances local character, the quality of an area and the way it functions.
- 2.3 Development proposals should seek to address the objectives and principles of this SPD where applicable. The SPD addresses the following matters: site appraisal; creating successful places; building form; intensification; relationship with neighbours; accessibility and community safety; sustainable development and design; the historic environment; alterations and additions to existing residential buildings; additional guidance for commercial schemes; and telecommunications. Where considered necessary and appropriate, the Council will consider the use of Design Codes where they can help to deliver good design locally.

Context and Sense of Place

- 2.4 To ensure that new development is sympathetic to its surroundings and responds positively to local character, a comprehensive context appraisal should inform the design process. All development proposals should seek to successfully integrate into the existing built fabric by ensuring a positive relationship with their surroundings with respect to: layout, density, form, scale, massing, height, landscaping, access arrangements, elevational design and by drawing reference from local materials. The *Southend Borough Wide Character Study 2011* provides a detailed description and understanding of the Borough's urban character and should be used as a reference document when considering a sites context.

Public Realm

- 2.5 The design of the spaces between buildings, both private and public, is a fundamental component in contributing to successful place-shaping. This includes hard and soft landscaping, art/sculpture, as well as boundary treatments, bin and cycle stores, use of materials and lighting. Landscape design and the intended use of any open spaces must form an integral part of any proposal, and should be considered from the outset to inform the design process and the creation of successful, inclusive places. Particular attention needs to be given to the interface between the public and private space and how an area will connect or relate to the wider open space network. The design of a

development should also seek to encourage walking and cycling and use of public transport by creating attractive, safe and accessible entrances and routes. Further guidance on the design of the Borough's streets and public space can be found in the Council's Streetscape Manual SPD.

Amenity

- 2.6 High quality development by definition should provide a positive living environment for its occupiers whilst not having an adverse impact on the amenity of neighbours. Protection and enhancement of amenity is essential to maintaining people's quality of life and ensuring the successful integration of proposed development into existing neighbourhoods. Amenity refers to well-being and takes account of factors such as privacy, overlooking, outlook, noise and disturbance, the sense of overbearing, pollution and daylight and sunlight. A proposed development will need to consider its potential impact upon neighbouring properties and the surrounding area. Such considerations apply equally to proposals to extend and alter existing buildings as they do to new developments. The Council's requirements for residential amenity space provision are set out within Policy DM8, with guidance provided by the Design and Townscape Guide SPD.

Secured by Design

- 2.7 Developments should be safe and secure and take account of crime prevention and community safety considerations as cited in the Association of Chief Police Officers *Secured by Design* principles. This will require particular consideration to the layout of the development to allow for effective natural surveillance and supervision of public areas. Where appropriate, public areas should be clearly visible from adjoining buildings and the design and landscaping should provide for clear sight-lines on public routes (paths, cycleways etc) and not create unnecessary concealed or negative/unused spaces.

Pre-Application Discussions and Community Involvement

- 2.8 Good urban design requires a 'partnership' approach between applicants, the Council and the local community. As such, the Council will encourage applicants to engage in pre-application discussions with the Local Planning Authority, the local community and stakeholders at an early stage to help gain a better understanding of the proposals and to ensure any issues or concerns highlighted can be resolved as part of the design process, prior to submission. The pre-application process will also define the scope of drawings and reports to be submitted with a planning application. Under the provisions of the Local Government Act 2003 the Council will normally make a charge for pre-application advice. Further information can be found in the Council's adopted Statement of Community Involvement at: www.southend.gov.uk

Design Review

- 2.9 Design Review is a formal process that can be put in place to review, and subsequently make recommendations on, development proposals, and this is usually most successfully undertaken at pre-application stage before the scheme is finalised. It provides an opportunity for Local Planning Authorities and applicants to work with independent

experts to discuss proposed developments and to seek to reach an understanding on particular matters, supporting Local Planning Authorities in approving high quality, innovative design.

- 2.10 The Council recognises the important role high quality and innovative design can play in raising the standard of design locally, and will give support to developments that are considered to achieve this. The Council will provide professional design advice on planning applications and, where considered appropriate, the use of local and regional Design Review Panels will be encouraged by the Council particularly, where suitable, for sensitive sites with complex issues, to ensure a high standard of design is achieved. Where appropriate, the Council will refer significant major projects for a national design review by Design Council CABE.

Policy DM1 – Design Quality

1. The Council will support good quality, innovative design that contributes positively to the creation of successful places. All developments should draw reference from the design principles set out in the *Design and Townscape Guide SPD*, where applicable, and where a Design and Access Statement is required demonstrate how this guidance has been addressed to achieve high quality, sustainable design. In order to reinforce local distinctiveness all development should:

- (i) Add to the overall quality of the area and respect the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, density, layout, proportions, materials, townscape and/or landscape setting, use, and detailed design features giving appropriate weight to the preservation of a heritage asset based on its significance in accordance with Policy DM5 where applicable;
- (ii) Provide appropriate detailing that contributes to and enhances the distinctiveness of place;
- (iii) Contribute positively to the space between buildings and their relationship to the public realm;
- (iv) Protect the amenity of the site, immediate neighbours, and surrounding area, having regard to privacy, overlooking, outlook, noise and disturbance, visual enclosure, pollution, and daylight and sunlight;
- (v) Provide an internal and external layout that takes account of all potential users including prioritising pedestrians and cyclists and accessibility to public transport; and
- (vi) Address security issues by having regard to the principles of '*Secured by Design*'.

Core Strategy Linkage:

Objectives

Strategic Objective 14

Policies

Policy KP2: Development Principles

Policy CP4: The Environment and Urban Renaissance

Policy DM2 – Low Carbon Development and Efficient Use of Resources

- 2.11 Sustainable development is the core principle that underpins the planning system. Planning therefore has an important role to play in helping to tackle carbon emissions generated by the built environment through the development and implementation of policies and practices that promote energy efficiency and the use of renewable energy. With buildings accounting for approximately 40% of carbon emissions in the UK, and non-domestic buildings making up nearly half of this, there is a clear need and opportunity for comprehensible standards to be set for new buildings, as well as opportunities for retrofitting the existing building stock.
- 2.12 To secure effective and efficient sustainable development that minimises local contributions to, and the impact of, climate change, and the depletion of non-renewable resources development proposals should incorporate the principles of the energy hierarchy:
- (i) Be lean: reduce the need for and use less energy;
 - (ii) Be clean: supply and use energy efficiently; and
 - (iii) Be green: supply energy from renewable sources.
- 2.13 In order to achieve this, it is crucial that energy and water conservation measures, together with other sustainable measures, are incorporated into new development. All development should be designed and built to reduce energy and resource use, minimise greenhouse gas emissions throughout its lifetime and incorporate low carbon technologies. Urban greening techniques, including living walls and green roofs, will be promoted and supported, as such measures will contribute towards the adaptation to, and mitigation of, the effects of climate change.

Local Context

- 2.14 The Borough Council has signed the *Nottingham Declaration on Climate Change*, which is a voluntary pledge to address the issues of climate change. In signing the declaration, the Borough Council is giving a public commitment that it will play its part in addressing the causes and possible impacts of climate change. The Low-Carbon Energy Strategy builds upon this and is the Borough Council's strategy in relation to improving energy efficiency, reducing carbon emissions throughout Southend and tackling climate change and sustainability locally. The Strategy sets out a number of objectives, including encouraging the development of renewable and low carbon energy throughout the Borough through the implementation of local planning policies.
- 2.15 Policy KP2 of the *Core Strategy* seeks the reduction in the use of energy and other resources within all new development and promotes on-site energy generation from renewable options, and/or decentralised renewable or low carbon sources. Policy DM2 should be read in conjunction with KP2 and these policies will collectively set the planning framework to reduce the consumption of energy and natural resources and will help contribute towards securing more sustainable forms of development.

Zero Carbon Development

- 2.16 The National Planning Policy Framework (NPPF) requires Local Planning Authorities to adopt proactive strategies to mitigate and adapt to climate change, in line with the objectives and provisions of the Climate Change Act 2008, taking full account of flood risk, coastal change and water supply and demand considerations.
- 2.17 Under the Climate Change Act 2008 the UK Government has committed to a legally binding greenhouse gas emissions reduction target of at least 34% by 2020 and at least 80% by 2050 (relative to 1990 levels), which includes legally binding five-year carbon budgets that govern the trajectory to the 2050 target. This includes a commitment to making all new homes 'zero carbon' by 2016, and non-domestic buildings by 2019.

Passive Design Measures

- 2.18 Good passive design is based on the principles of orientation, daylighting, ventilation, insulation, thermal mass and zoning. A well designed passive building will use very little energy to maintain a constant thermal comfort level and natural light will reduce the requirement for artificial lighting. The key principles of passive design include:
- The use of materials with high thermal efficiency;
 - Maximising the benefits of passive solar gain to provide natural heating and lighting;
 - Minimises overshadowing;
 - Promotes natural ventilation, cooling and shading;
 - Incorporates indigenous species which are resilient to the predicted impacts of climate change;
 - Makes the most efficient use of water resources;
 - Ensures that water run-off levels are maintained at pre-development levels wherever possible; and
 - Use of permeable surfaces, sustainable drainage systems, green roofs and other water management features.
- 2.19 The Council will encourage the incorporation of passive design measures into new and existing buildings to enhance their energy efficiency.

The Code for Sustainable Homes and BREEAM

- 2.20 The Code for Sustainable Homes is a national standard for sustainable design and construction of new homes. It provides an all-round measure of the sustainability of new homes beyond the scope of Part L Building Regulations, ensuring that homes deliver real improvements in key areas such as carbon dioxide emissions and water use. BREEAM is a commonly used environmental assessment method for non-domestic developments.
- 2.21 The Southend-on-Sea Combined Policy Viability Study (2013) tested the impact of the Council's affordable housing policies and other requirements, namely sustainability, lifetime homes, SuDs and Section 106 on a range of development typologies. The results of the Study indicate that the achievement of CSH level 3 is possible in the majority of cases tested throughout the Borough and that CSH level 4 is possible in some cases, particularly in the higher value parts of the Borough. However, in order to ensure the

delivery of the required growth, particularly in the lower value areas, the Council should adopt a more flexible approach to the application of their policies with cost implications, i.e. subject to viability.

- 2.22 Taking account of these findings, all new domestic buildings within Southend will therefore be expected to meet Code for Sustainable Homes Level 3 as a minimum, unless it can be justified and demonstrated that this is not viable or feasible, although higher standards will be encouraged and local standards on water efficiency will still need to be achieved.
- 2.23 It is important that all new non-residential developments also meet environmental standards in terms of function and impact, not just for the short term but over the lifetime of the development. The Council therefore will require all non-residential developments to meet the BREEAM standard 'Very Good' as a minimum, although higher standards will be encouraged. Exceptions will be considered where it can be demonstrated to the satisfaction of the Council this is not viable or feasible.
- 2.24 A developer should demonstrate how the relevant Level of the Code for Sustainable Homes or category of BREEAM will be met through the submission of a relevant Interim Certificate based on the initial design stage pre-assessment to accompany the application; a post construction assessment, conducted by an accredited assessor, and supported by the relevant accreditation certificate, will be required to be submitted as part of a planning condition where planning permission is granted, prior to the first occupation unless otherwise agreed by the local planning authority.
- 2.25 The Technical Consultation of the Housing Standards Review (DCLG, September 2014) indicates that the Code for Sustainable Homes will be wound down from the time that the Government's statement of policy regarding the application of the standards is made. It is intended to issue this in 2015. Whilst plan policies should not refer to the Code from after that date, Policy DM2 is not inconsistent with Government policy and therefore applies when determining planning applications. However, the Council will keep Policy DM2 under review and respond accordingly to relevant changes to Government policy. This may be in the form of a position statement that will indicate how the policy should be applied or a partial review depending on the Government's final decision on the Housing Standards Review.

Water Efficiency

- 2.26 For Southend, there is an identified need for increased water efficiency measures to be integrated into new developments to take account of the water resourcing issues identified in Essex.
- 2.27 The Essex Thames Gateway Water Cycle Study: Scoping Study 2009 states that South Essex is not self sufficient in relation to water resources and over the last 25 years has been dependent on the transfer of water from other areas beyond the wider Essex area. In very dry years there has been a 'supply and demand deficit' in the Thames Gateway South Essex area, meaning there are insufficient resources to meet peak demand. The NPPF states that in order to support a low carbon future, Local Planning Authorities should set sustainability standards in a way consistent with the Government's zero carbon

buildings policy and adopt nationally described standards. When applying the Code for Sustainable Homes to new developments there are mandatory standards for indoor water use. At Code Level 3 this is 105 Litres per Person per Day (LPD) (110 lpd including external water use). Given the local evidence presented by the Water Cycle Study – Scoping Study 2009, the Council considers that it is appropriate to require this standard within Southend for internal water consumption.

Reducing the Use of Mineral Resources

- 2.28 Sustainable construction methods should also be adopted in order to minimise the use of raw materials and maximise opportunities for the use of recycled aggregates. Waste policy at the national and local level aims to ensure that as much demolition, construction and excavation waste is re-used or recycled as possible at development sites in order to help preserve natural resources by providing a supply of recycled mineral products.
- 2.29 A key approach to reducing the demand for minerals in new developments is through encouraging and supporting aggregate recycling. Mobile crushing and screening plant can be used on demolition and construction sites where redevelopment is taking place. The recycled aggregate material produced may be re-used in the new development or used on nearby sites, saving primary aggregates. The approach will vary between redevelopment sites owing to the nature of the previous development, on-site practicality and other environmental constraints.
- 2.30 The use of mobile plant is strictly controlled and subject to suitable safeguards imposed by the Environment Agency and environmental health departments of local councils. Proposals should not cause unacceptable impacts or harm to neighbouring land-uses by virtue of noise, vibration, dust, light pollution or heavy road traffic.

Urban Greening

- 2.31 Urban Greening relates to the growing of plants, trees and other forms of landscaping including green and brown roofs, living walls, and open spaces, within urban areas. As well as helping to enhance the aesthetic quality of a development Urban Greening also contributes towards absorbing rainfall, filtering pollution (water and air borne) and providing shade and/ or shelter. It also contributes to the reduction of glare and heat reflection and the reduction of a buildings energy demand, whilst forming part of the wider green infrastructure in Southend. This assists in the promotion of biodiversity through the provision of homes and food sources for wildlife, and can increase the provision of open space.
- 2.32 Planting and landscaping, given the range of potential benefits described above, should not be an afterthought or considered merely as a decorative element to be added once the built structures are designed or constructed, it should be a major consideration at an early stage in the design of any development. Applicants should always consider whether a solution involving Urban Greening techniques can be found instead of hard or engineered solutions. Thus the use of plants and trees should be considered an integral part of every development.

2.33 The *Thames Gateway South Essex Greengrid Strategy* and the Government's *Sustainable Communities: Greening the Gateway* Implementation Plan seeks to achieve a living system threading through the urban and rural landscapes. This vision places landscape at the heart of the development process and is further emphasised by the Thames Gateway Parklands Vision (2008), which seeks to guide and support the regeneration and development of urban and rural open spaces which are connected together to create an accessible and coherent landscape. Urban greening will contribute to this objective by incorporating measures that provide a wide range of benefits, including wildlife activity and connection, create a positive sense of place, provide environmental protection for local communities, aid climate adaptation, and enhance quality of life providing health and recreational benefits. Furthermore it contributes to the emergence of a continuous linked network of varied landscapes that begins at the 'front door' and connects with the wider area.

Retrofitting

2.34 The East of England, together with London and the South East, is expected to experience the most significant climate change impacts in the UK. The vast majority of the existing housing stock was built without consideration of climate change and consequently needs to be adapted to enhance its long-term sustainability. Retrofitting, that is the fitting of climate adaptation measures to existing premises, may be a cost effective means of adapting existing stock to ensure it is upgraded to cope with the current climate and future climatic changes.

2.35 There are a number of key benefits to retrofitting including: improving resilience to flooding; improving water and energy efficiency through the introduction of cost-effective measures that save water, energy and carbon alike; and addressing the issue of overheating without constituting a significant increase in carbon dioxide emissions. These measures will make the internal environment of existing buildings more comfortable and will ensure fewer resources are consumed, thus reducing costs and reducing carbon dioxide emissions and thereby make an important contribution to sustainable development. The Council will therefore expect the BREEAM Domestic Refurbishment 2012 scheme 'Very Good' standard to be met within development proposals for conversions, extensions and/or alterations of existing buildings, where viable or feasible.

Energy Assessments

2.36 All major planning applications must be accompanied by an Energy Assessment that demonstrates how passive and energy efficient measures have been incorporated into a proposal and the extent to which these measures have reduced energy demand, including the relevant Code or BREEAM Interim Certificate as appropriate. The Energy Assessment will also have to demonstrate how the measures incorporated into the scheme will ensure it meets the relevant local and national standards. In other cases, where a Design and Access Statement is required, a section should be included that addresses how these measures have been met.

Policy DM2 – Low Carbon Development and Efficient Use of Resources

To ensure the delivery of sustainable development, all development proposals should contribute to minimising energy demand and carbon dioxide emissions in accordance with the energy hierarchy and address the following:

New Development

1. All new development that creates additional residential and/or commercial units, should be energy and resource efficient by incorporating the following requirements:
 - (i) Applying passive and energy efficient design measures; and
 - (ii) Prioritising the use of sustainably sourced material, and adopting sustainable construction methods that minimise the use of raw materials and maximise the recovery of minerals from construction, demolition and excavation wastes produced at development or redevelopment sites; and
 - (iii) Where viable and feasible, achieving a minimum Code for Sustainable Homes Level 3, and move towards zero carbon by 2016 for all residential developments; or achieving a BREEAM 'very good' rating, and move towards zero carbon by 2019 for all non-residential developments. Applications should include Interim Code or BREEAM certificates based on the design stage assessment. Planning conditions will require submission of final Code certificates and post-construction BREEAM certificates, as appropriate; and
 - (iv) Water efficient design measures that limit internal water consumption to 105 litres per person per day (lpd) (110 lpd when including external water consumption). Such measures will include the use of water efficient fittings, appliances and water recycling systems such as grey water and rainwater harvesting; and
 - (v) Urban greening measures and promoting biodiversity from the beginning of the design process. Urban greening design measures include, but are not limited to: provision of soft landscaped open space; tree planting; green roofs; living walls; nest boxes; and soft landscaping.

Alterations and extensions to existing development

2. High standards of energy and water efficiency in existing developments will be supported wherever possible through retrofitting. Conversions, extensions and/or alterations of existing buildings should meet BREEAM Domestic Refurbishment 'very good'. Where this is not technically feasible or viable, appropriate sustainability measures should still be incorporated.

Core Strategy Linkage:

Objectives

Strategic Objective 15

Strategic Objective 17

Strategic Objective 18

Policies

Policy KP2: Development Principles

Policy CP4: The Environment and Urban Renaissance

Policy DM3 – The Efficient and Effective Use of Land

- 2.37 With a population density of 41.6 persons per hectare in an area of 4,176 hectares (Census, 2011), Southend is a densely populated urban Borough. In contrast to its immediate neighbours of Castle Point and Rochford which, with population densities of 19.5 and 4.9 persons per hectare respectively, can be described as being less intensively built-up. The predominant land use in Southend is residential, and this dominates the Borough.
- 2.38 The Core Strategy seeks to secure a major refocus of function and the long term sustainability of Southend as a significant urban area. In order to realise this there is a need to maximise the potential of the Borough's land and buildings, whilst ensuring a balanced and managed approach is achieved. Given the constraints and urban characteristics of Southend it is essential that existing land is used in an efficient and effective manner that contributes to the sustainable objectives set out in the *Core Strategy*, whilst protecting and positively promoting a high quality of life and standard of amenity for the Borough's residents.

Density

- 2.39 A design-led approach to the density of a development proposal is necessary to balance the efficient use of land with the promotion of local distinctiveness. Proposals for high density development will need to ensure that increased densities will optimise the use of the site, without having a detrimental impact upon the amenity and character of the surrounding area, including local facilities and transport networks. Where required, Design and Access Statements should set out the rationale for the density selected, in particular its impact on the capacity of the site to meet other necessary policy requirements, and how it relates to local physical and environmental characteristics (including the rhythm/grain and massing of existing buildings), its relationship to surrounding buildings and occupiers as well as the location's sustainability, or potential to be made sustainable, with regard to accessibility, transport and infrastructure capacity, and provision of or proximity to local services.

Backland and Infill

- 2.40 Backland development refers to the development of land to the rear of existing buildings whilst infill sites are development sites on the street frontage between existing buildings. The NPPF includes recognition of value of residential gardens and enables local planning authorities to consider the case for resisting inappropriate development of residential gardens, particularly in cases where development would cause harm to the local area. The Council recognises that backland and appropriate infill sites have made an important contribution to the delivery of housing in Southend. Nevertheless a balance needs to be struck to ensure that development does not intensify the use of a site to such an extent that it causes a detrimental impact for its intended occupiers, its neighbours and the surrounding area. It is also necessary to consider the relationship of the site to the surrounding area in terms impact on local character, ecology and the general environment. The Borough Council will therefore resist backland and infill development where any of these matters are detrimentally affected. The *Design and Townscape Guide*

SPD provides further detail on how backland and infill development may be successfully achieved in Southend.

Conversion of Existing Dwellings

- 2.41 The conversion of existing single dwellings into self-contained flats (in combination with a rise in provision of new build flats) over the last 20 years has led to a higher proportion of 1-bed and 2-bed dwellings in Southend. Indeed, the Thames Gateway South Essex (TGSE) Strategic Housing Market Assessment (SHMA) 2013 identifies that Southend has a higher proportion of flats/maisonettes (36%) relative to the English average and other authorities within the TGSE housing market area (ranging from 9% in Castle Point to 23% in Thurrock). Furthermore, Southend has a housing stock comprised of a greater proportion of 1-bed units (20% in Southend in contrast to an average of 11% across the other TGSE local authority areas) and a higher level of smaller properties (less than 50sqm), a consequence of which is that there is a lower percentage of accommodation of a suitable size for families in Southend, (52% 3+bed dwellings compared to an average of 61% 3+bed dwellings across the other TGSE local authority areas).
- 2.42 The conversion of existing dwellings can, where appropriately justified, be an effective way of meeting local housing demand and offer opportunities for enhanced sustainability through retrofitting, as set out within Policy DM2. Nonetheless, conversions of single dwellings to more than one self-contained unit can also give rise to a number of problems within an area. These include contributing to pressure on on-street parking capacity, changes in the social and physical character and function of an area. It is also important that conversions do not result in a poor quality internal environment that detrimentally impacts upon the intended occupiers' quality of life.
- 2.43 The cumulative impact from multiple conversions in an area through population growth can also put pressure on local services and infrastructure that is not immediately recognised as part of an individual planning application and may lead to development which is not sustainable for that locality. Applicants wishing to convert an existing property will therefore be required to demonstrate how the proposals will create a high quality internal layout and will not, on its own and in association with other conversion schemes, impact detrimentally upon the surrounding area. In determining whether a conversion has led to a detrimental change of a street's function the Council will consider, amongst other things, the proportion of single dwelling houses that have already been converted, both existing and committed¹, within a street block.

Bungalows

- 2.44 The 2011 Census highlights that Southend has a higher proportion of older people when compared to the national average. Notably, Southend has more adults aged 75 or over, including those aged 90 or over, comparative to England (SHMA, 2013). Population projections indicate that the proportion of older people in Southend is expected to rise.
- 2.45 The Southend Health and Wellbeing Strategy (2013-2015) seeks to support independent living, with the Older Peoples' Accommodation Strategy (2008-2011) and Older

¹ The term 'both existing and committed' relates to those existing developments which have undertaken since 1st July 1948, and to any outstanding valid planning permissions.

Peoples' Strategy (2007-2010) supporting a continued reduction in the rate of admission of older people into residential care. In response to this, as suggested by the SHMA (2013), the Council aims to ensure that older people are able to secure and sustain their independence in a home appropriate to their circumstances and to actively encourage developers to build new homes to the 'Lifetime Homes' standard so that they can be readily adapted to meet the needs of those with disabilities and the elderly as well as assisting independent living at home.

- 2.46 Indeed, many of Southend's older residents want to remain living in their own home and community as long as possible within accommodation that helps them to feel safe and secure. Data from the 2011 Census indicates that 78% of Southend's population aged 65 and over live in their own home compared with an average of 75% in England. The *Southend-on-Sea Older People's Accommodation & Support Needs Strategy 2008 – 2011* states that 81% of residents aged 55-64 and 50% of people aged 85 years and over live in a house or bungalow and, as reported in the SHMA (2013), bungalows represent 12% of Southend's building stock; it is evident therefore that this type of accommodation continues to be important in meeting the housing needs of Southend's older residents. For the purposes of this policy older residents are defined as 75+.
- 2.47 To ensure that homes and neighbourhoods are sustainable it is necessary to provide accommodation that allows people to remain in their own home as their physical and social needs change. There is a growing pressure in Southend to redevelop bungalow dwellings for higher density housing schemes. However, with the projected increase in the older people's population in Southend, who do not require specific care assistance and seek to remain in their home, it is evident that there is a pressing need to conserve bungalow dwellings in the Borough as this house type, being single storey, often detached and usually on a larger plot size than other types of housing is the most suitable and adaptable as a person's physical and social needs change.
- 2.48 The *Southend Borough Wide Character Study 2011* notes that there are a number of streets within Southend where the prevailing character is for single storey dwellings. The nature of these streets and the presence of bungalows in the streetscene is a distinctive feature of Southend and as such this local distinctiveness and type of accommodation should be conserved to meet the needs of the Borough's older population, to allow them to continue to live within their own homes and community. Indeed, where there are areas of bungalows, which create a consistent scale and defined character, this might easily be broken through insensitive development, including an increase in height. Proposals involving the redevelopment of bungalows will therefore need to demonstrate that specific bungalow design advice contained within the *Design and Townscape Guide* has been adhered to, setting this out within a Design and Access Statement where required. However, in more mixed areas where a bungalow is clearly part of a varied scale it may be possible in some cases to consider redevelopment to a larger house which respects the character and scale of the area, having regard to the Lifetime Homes Standards.

Additions and Alterations

- 2.49 Alterations and additions to an existing building is a common way in Southend of adapting existing building stock to the changing needs of a household, business or other use. A well designed and well integrated extension can complement and even enhance

an existing property, whereas a poorly designed addition can easily destroy the original character and have a detrimental effect on the streetscene. The *Design and Townscape Guide SPD* provides detailed guidance on how to successfully integrate an alteration or addition with the original building. All alterations and additions, in accordance with guidance set out within the Design and Townscape Guide SPD, will be required to make a positive contribution to the character of the existing building and the surrounding area.

Policy DM3 – The Efficient and Effective Use of Land

1. The Council will seek to support development that is well designed and that seeks to optimise the use of land in a sustainable manner that responds positively to local context and does not lead to over-intensification, which would result in undue stress on local services, and infrastructure, including transport capacity.
2. All development on land that constitutes backland and infill development will be considered on a site-by-site basis. Development within these locations will be resisted where the proposals:
 - (i) Create a detrimental impact upon the living conditions and amenity of existing and future residents or neighbouring residents; or
 - (ii) Conflict with the character and grain of the local area; or
 - (iii) Result in unusable garden space for the existing and proposed dwellings in line with Policy DM8; or
 - (iv) Result in the loss of local ecological assets including wildlife habitats and significant or protected trees.
3. The conversion of existing single dwellings into two or more dwellings will only be permitted where the proposed development:
 - (i) Does not adversely impact upon the living conditions and amenity of the intended occupants and neighbouring residents and uses; and
 - (ii) Will not harm the character and appearance of the existing building or wider area; and
 - (iii) Will not lead to a detrimental change of a street's function; and
 - (iv) Meets the residential standards set out in DM8 and the vehicle parking standards set out in Policy DM15.
4. The conversion or redevelopment of single storey dwellings (bungalows) will generally be resisted. Exceptions will be considered where the proposal:
 - (i) Does not create an unacceptable juxtaposition within the streetscene that would harm the character and appearance of the area; and
 - (ii) Will not result in a net loss of housing accommodation suitable for the needs of Southend's older residents having regard to the Lifetime Homes Standards.
5. Alterations and additions to a building will be expected to make a positive contribution to the character of the original building and the surrounding area through:
 - (i) The use of materials and detailing that draws reference from, and where appropriate enhances, the original building, and ensures successful integration with it; and
 - (ii) Adopting a scale that is respectful and subservient to that of the original building and surrounding area; and
 - (iii) Where alternative materials and detailing to those of the prevailing character of the area are proposed, the Council will look favourably upon proposals that demonstrate high levels of innovative and sustainable design that positively enhances the character of the original building or surrounding area.

Core Strategy Linkage:

Objectives

Strategic Objective 4

Strategic Objective 14

Policies

Policy KP1: Spatial Strategy

Policy KP2: Development Principles

Policy CP4: The Environment and Urban Renaissance

Policy DM4 – Tall and Large Buildings

- 2.50 Tall and large buildings should be part of a strategic approach to regeneration at key locations within the Southend Central Area where such buildings would not have an unacceptably harmful impact on their surroundings. Appropriately sited, attractive and well-designed tall buildings in sustainable locations can make a strong and positive contribution to the skyline of Southend, by attracting investment, assisting in way finding, and acting as a catalyst for regeneration. In order to reinforce local distinctiveness, it is important that the impact of tall buildings is critically assessed through the planning process and that only proposals which pass a rigorous examination are put forward for approval.
- 2.51 For the purposes of this policy tall and large buildings are defined as buildings that are substantially taller and/or bulkier and out of scale with the prevailing built form of the surrounding area and/or have a significant impact on the skyline. This approach has been informed by the English Heritage / CABE Guidance on Tall Buildings (2007). The policy does not apply to all developments that exceed the prevailing height of the surrounding area, only tall and large buildings.
- 2.52 Southend already has a number of tall and large buildings. The *Southend Borough Wide Character Study 2011* notes that these buildings tend to be focused in the Southend Central Area and along the Seafront. The Southend Central Area is the focus for a significant cluster of tall buildings, both in the core of the town centre but also in the Civic Quarter to the north of Southend Victoria Station. In addition, there are a number of residential towers located in the Borough, mainly in the central and eastern half of the town. These are typically the product of public sector housing development in the 1960s and are located amongst conventional low rise development. Such areas are generally low rise and therefore would be sensitive to further tall buildings. Some of the more recent examples of tall and large buildings along the Seafront, by virtue of their bulk and massing, have resulted in a loss of historic grain and character and are often constructed in locations which do not necessarily require a significant landmark, or indeed do not constitute a positive and distinctive landmark feature.
- 2.53 Along the Seafront therefore, it is considered that tall buildings should normally only be brought forward in appropriate locations in the Southend Central Area. Beyond this such buildings will only be considered acceptable in locations within the street block of an existing cluster of tall buildings and where it can be demonstrated that the tall building would not be incongruous with the character and function of the Seafront.
- 2.54 The existence of a tall building in a particular location will not, itself, justify its replacement with a new tall building on the same site, or a new tall building in the same area, and will require due consideration to be given to the function and character of the area. In addition tall buildings will be resisted either within, or immediately adjacent to, any of Southend's heritage assets where they would visually impinge on the setting of these assets, in accordance with policy DM5.
- 2.55 Retaining and enhancing key views and vistas by ensuring that any tall and large buildings are sensitively located is a key objective for the Borough Council. Tall buildings should complement, not compromise, important views and vistas in the Borough and

respect significant local views, particularly in regard to the view of the Seafront and Thames Estuary but also how the town is viewed from the River Thames and views of its heritage assets. Tall buildings can be used to positively reinforce landmarks or significant gateways but they should not be developed in isolation without any consideration to context or the sustainability of a location, including access to and provision of local services and public transport.

- 2.56 It is necessary for tall and large buildings to be located close to existing public transport infrastructure that has the ability to absorb the impacts related to increases in urban density brought about by such developments. Applications will be required to demonstrate their proximity to existing public transport infrastructure, as well as set out a travel plan that clearly describes the measures that will be implemented to reduce car use by occupants of the building. Opportunities for promoting a mix of uses within a tall or large building, which are appropriate to the setting and location, should also be considered where this could provide on-site facilities that reduce the need to travel.
- 2.57 The principles of sustainability, as set out in other local policies, including DM2, should form the basis of proposals for all new tall and large buildings in the Borough. Tall and large buildings have a significant role to play in improving building performance, reducing energy consumption, water management and sustainable materials selection, as well as offering the potential for Combined Heat and Power (CHP) infrastructure. Applicants will therefore be expected to demonstrate how proposals will exceed the Code for Sustainable Homes or BREEAM standards as set out within Policy DM2, unless it can be demonstrated that this is not viable or feasible.
- 2.58 Applicants must also provide 360 degree evaluations of the potential visual impact of the proposal on the urban context with their planning application. This may be illustrated through visually verified montages and contextual models that analyse impacts on:
- The built and natural environment;
 - Key strategic views, approaches and points of arrival;
 - Conservation settings and listed buildings; and
 - Local views.
- 2.59 Given the potential impact tall and large buildings could have on the local area, the Council will expect applicants to consult with planning officers and the local community at pre-application stage and demonstrate how this has informed the evolution of the design process.

Policy DM4 – Tall and Large Buildings

1. Tall and large buildings are by definition substantially taller and out of scale with the prevailing built form of the surrounding area and/or have a significant impact on the skyline. Tall buildings will only be permitted in appropriate locations in the Southend Central Area and will only be considered outside this area in exceptional circumstances, where the development would be within the street block of an existing cluster of tall buildings, where it can be demonstrated that it would not be incongruous with the character and function of the area, and where the proposed development meets the criteria set out within this policy. Tall and large buildings will be considered acceptable where:

- (i) They are located in areas whose character, function and appearance would not be harmed by the scale, mass or bulk of a tall or large building; and
- (ii) They integrate with the form, proportion, composition, and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level; and
- (iii) Individually or as a group, form a distinctive landmark that emphasises a point of visual significance and enhances the skyline and image of Southend; and
- (iv) The highest standards of architecture and materials are incorporated; and
- (v) The latest regulations and planning policies for minimising energy use and reducing carbon emissions over the lifetime of the development are exceeded, where viable and feasible; and
- (vi) Ground floor activities provide a positive relationship to the surrounding streets; and
- (vii) They are located in a sustainable area with frequent public transport links, and where local services are accessible by foot and bicycle

2. Tall and large buildings will not be acceptable where:

- (i) They adversely affect their surroundings in terms of character, microclimate, wind turbulence, overshadowing, noise, reflected glare, navigation and telecommunication interference; or
- (ii) They impact adversely on local views that make an important contribution to the character of the area; or
- (iii) They adversely impact upon the skyline of Southend as viewed from the foreshore and other important viewpoints and vistas within and outside the Borough; or
- (iv) They adversely impact upon London Southend Airport; or
- (v) They detrimentally impact upon the setting of heritage assets.

Core Strategy Linkage:

Objectives

Strategic Objective 4

Strategic Objective 14

Policies

Policy KP1: Spatial Strategy

Policy KP2: Development Principles

Policy CP4: The Environment and Urban Renaissance

Please refer to the Policies Map where applicable for land use designations related to **Policy DM4**.

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

- 2.60 The historic environment provides a sense of place that draws links with the past and contributes to local character and distinctiveness. Southend has a rich heritage, comprised of a range of heritage assets that includes both designated heritage assets such as conservation areas, listed buildings, and scheduled ancient monuments, and non-designated heritage assets such as locally listed buildings, frontages of townscape merit, and non-designated sites of archaeological importance. All designated and non-designated heritage assets will be a material planning consideration in accordance with their significance.
- 2.61 The significance of a heritage asset can be harmed or lost through alteration or destruction of the asset or development within its setting. As heritage assets are irreplaceable, any development proposals affecting a heritage asset should include a description of its significance, including any contribution made by its setting, proportionate to its significance. As a minimum this should include consulting the relevant Historic Environment Record and, where necessary, be assessed using appropriate expertise.
- 2.62 Substantial harm to or total loss of significance of a designated heritage asset will not be permitted unless it can be clearly demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh this harm or loss, or all the tests set out in Paragraph 133 of the NPPF are demonstrated to apply. Not all elements of a designated heritage asset will contribute positively to its significance, and where a development proposal is demonstrated to constitute less than substantial harm this will be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 2.63 The effect of a development proposal on the significance of a non-designated heritage asset will be taken into account, and a balanced judgement made having regard to the scale of any harm to or loss of the significance of the asset. Development proposals that unjustifiably harm the significance of a non-designated heritage asset will be resisted.
- 2.64 The Borough Council will seek to conserve and enhance Southend’s built and landscape heritage and ensure that it continues to provide benefits to the Borough’s economy, cultural offer and quality of life for its residents now and in the future.
- 2.65 Southend comprises a number of former villages and small settlements, including the medieval villages of Prittlewell and Leigh, absorbed by the rapidly expanding town of Southend during the late 19th and early 20th Century, and Shoebury Garrison which has many listed buildings and special architectural and historic interest in its own right.

Conservation Areas

- 2.66 Conservation Areas are areas of special architectural or historic interest where the Borough Council has a statutory duty to preserve or enhance their character and appearance. The boundaries of the Borough’s Conservation Areas are shown on the Policies Map. To conserve and enhance the character and quality of the Conservation Areas, development proposals, both traditional and modern, will have to be carefully

considered and demonstrate a high quality design that not only integrates with the surroundings but also conserves and enhances its intrinsic character and distinctiveness. High quality redevelopment of existing buildings within conservation areas which are considered to be of no architectural quality will be encouraged. Development adjoining these areas will also have to demonstrate that it does not detrimentally impact the setting of the Conservation Area.

Listed Buildings

- 2.67 The statutory list for Southend was first published in 1974 and there are to date around 150 historic buildings and structures in the Borough included on it. These important assets are links to Southend's past, which the Borough Council will seek to ensure are conserved and enhanced to protect local heritage and promote a sense of place.
- 2.68 When considering proposals affecting listed buildings, local authorities have a statutory duty to have special regard to the desirability of conserving the building or its setting or any features of special architectural or historic interest. There is a clear presumption against proposals for the total or substantial demolition of any listed building, or for any alteration or extension that would adversely affect its special architectural or historic character. Proposals which affect the setting of a Listed Building will also be appropriately assessed.

Locally Listed Buildings

- 2.69 A Locally Listed building is a building or other structure which is deemed to be of local architectural or historic interest and is included on the Local List drawn up by the Borough Council. The Borough Council locally lists buildings in order to give them the recognition they deserve. Locally Listed buildings do not have the statutory protection afforded to Listed buildings but nonetheless make an important contribution to Southend's historic character and distinctiveness and consequently need to be conserved. A building's Locally Listed status will be a material consideration for all planning applications affecting it and, as with Listed Buildings, there will be a clear presumption against its demolition.

Frontages of Townscape Merit

- 2.70 There are a number of buildings in the Borough whose street frontages, while not protected by statutory designations, nevertheless contribute significantly to the historic quality of the local townscape in shopping streets or commercial areas through their architectural character, either individually or as part of a group, and owing to their prominence in the streetscene. These frontages often have decoration at upper levels and attractive windows or balconies that are key to their special character. Such frontages are identified by the Council on the Policies Map as Frontages of Townscape Merit. They are situated in parts of the Central Area and the district centre of Hamlet Court Road. The Council intends that such frontages are retained. Where considered acceptable in principle, development proposals that affect a designated frontage should ensure that their architectural character is complimented by appropriately designed replacement shopfronts, fascias, signage, materials and other alterations that respect their form and function.

- 2.71 Unlike other designations Frontages of Townscape Merit only affect the main frontage(s) of the building, which is usually the front elevation only, except where the building is on a corner and has a dual street frontage.

Archaeology and Scheduled Ancient Monuments

- 2.72 Southend contains numerous sites of archaeological importance, including six Scheduled Ancient Monuments. They constitute a finite and non-renewable resource and are in many cases highly fragile and vulnerable to damage and destruction. Many locations within the Borough have sites that may have archaeological potential but have no statutory protection. Where development affects sites of archaeological significance, or potential significance, the Council will require an archaeological investigation that sets out appropriate measures to protect and record historic remains. Developments close to/in the vicinity of a Schedule Ancient Monument will be expected to ensure that the Monument and its setting are preserved and enhanced. Guidance should be sought from the Council on the scale and nature of information required.

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

1. All development proposals that affect a heritage asset will be required to include an assessment of its significance, and to conserve and enhance its historic and architectural character, setting and townscape value.
2. Development proposals that result in the total loss of or substantial harm to the significance of a designated heritage asset, including listed buildings and buildings within conservation areas, will be resisted, unless there is clear and convincing justification that outweighs the harm or loss. Development proposals that are demonstrated to result in less than substantial harm to a designated heritage asset will be weighed against the impact on the significance of the asset and the public benefits of the proposal, and will be resisted where there is no clear and convincing justification for this. High quality redevelopment of existing buildings within conservation areas which are considered to be of poor architectural quality will be encouraged.
3. Development proposals that result in the loss of or harm to the significance of a non-designated heritage asset, such as a locally listed building or frontages of townscape merit, will normally be resisted, although a balanced judgement will be made, having regard to the scale of any harm or loss, the significance of the asset and any public benefits.
4. Development proposals, including replacement shopfronts, that impact upon the ‘Frontages of Townscape Merit’ will be required to pay regard to the preservation and restoration of features which contribute to the special character of their frontage, including form and function. Special attention will be paid to the quality of replacement shopfronts and associated signage to ensure that their design and materials are appropriate to the historic character of the building.
5. Any alterations and additions to a heritage asset will need be evidenced. They should be informed by a heritage statement explaining the significance of the building, including any contribution made by its setting, giving a justification for the works, and clearly identifying their impact on the building’s fabric and character in a manner appropriate to the significance of the heritage asset. Where appropriate this may be incorporated in the Design and Access Statement.
6. Where development might affect archaeological deposits an evaluation should be carried out beforehand so that it is possible to assess the likely impact of the application on the deposits, and that provision is made for them to remain *in situ*, or for their investigation and recording. Developments that are close to or in the vicinity of a Scheduled Ancient Monument will be expected to ensure that the Monument and its setting are preserved and enhanced.

Core Strategy Linkage:

Objectives

Strategic Objective 14

Policies

Policy KP2: Development Principles

Policy CP4: The Environment and Urban Renaissance

Please refer to the Policies Map where applicable for land use designations related to **Policy DM5**.

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section three

Section 3: The Seafront

Policy DM6 – The Seafront

- 3.1 Southend borders, and has access to, a significant natural asset, the River Thames. The Southend Seafront stretches from Two Tree Island in the west to Foulness in the east. The extensive foreshore is a significant area for biodiversity being designated with international and European sites for nature conservation. The Seafront is not a defined area but relates to localities that have a material and intrinsic relationship with the Seafront. This relationship will be considered on a site-by-site basis, and will take into account a number of factors that may include: proximity and accessibility to the Seafront, flood risk, visual associations, function and connectivity, and the ability of a proposal to provide a positive contribution to the vitality, viability and sustainability of a particular Seafront Character Zone (Policy Table 1).
- 3.2 The Seafront is an important part of Southend's evolution and heritage in so far that it has defined the development, form and function of the town. Its character varies significantly along its length from the historic Leigh fishing port in the west to the former military garrison at Shoeburyness. Extensive parks and gardens stretch over the cliffs west of the pier. The central seafront area is dominated by more traditional, vibrant seaside leisure activities including amusements, giving way to more passive recreation and broad expanses of open space moving east. Along the length of the Seafront there are a number of residential areas which vary in style and density.
- 3.3 The Seafront is a major tourism and leisure resource. The offer ranges from passive recreation along an extensive promenade, to major tourism attractions such as the grade II listed pier, an abundance of amusement arcades and regionally significant theme park, to water sport activities based on the foreshore and estuary. The continued regeneration and sustainable development of the Southend Seafront is a key objective of the Borough Council and forms part of wider initiatives for the Thames Gateway growth area.
- 3.4 The Borough Council will ensure that residents, visitors, businesses and properties benefit from their close relationship with the River Thames. At the same time it acknowledges that there is a balance to be achieved and it will also safeguard, conserve and enhance the significant biodiversity, green space and other environmental resources of the area; those key elements that makes the area very attractive to residents, businesses and visitors. It will be important to ensure the sites for nature conservation on the foreshore are protected and can sustainably exist alongside any new development without there being any adverse impact on their purpose and integrity.

Seafront Character Zones

- 3.5 Along Southend's stretch of seafront there are several distinctive 'character zones' and each has a different built form and function. Each character zone has unique pressures and opportunities that need to be managed appropriately to promote new development as well as maintain, protect and enhance the form and function which made them originally distinctive. As a consequence it will not be appropriate to apply a single policy approach to the whole Seafront area. Policy Table 1 sets out the development principles

that will guide development in each distinctive character zone and ensure that the unique characteristics of each is maintained and enhanced.

- 3.6 The Central Seafront Area and Shoeburyness are not considered within the character zones in Policy Table 1 as the detailed policy approach to development for these areas will be addressed in the Southend Central Area Action Plan (SCAAP) and area specific policy for Shoeburyness.

Built Environment

- 3.7 The Seafront plays a major role in defining the character of Southend. The *Southend Borough Wide Character Study 2011* identifies several distinct facets that define Southend-relationship with the Seafront. These are:
- Historic estuary town at Leigh-on-Sea;
 - Pleasure and leisure function in the central part of Southend;
 - Hotels and larger scale buildings in the areas of the seafront around the central seafront;
 - Residential character and smaller scale beyond the central seafront area;
 - Cliffs located along western part of seafront resulting in a very distinctive landscape of steep escarpments.
- 3.8 The Seafront is also characterised by the frequency of heavily articulated buildings, including bold use of bays and balconies. Corner sites are particularly pronounced, often providing opportunities for additional height and decorative features such as turrets to provide significant visual landmarks. There is of course a strong orientation towards the sea.
- 3.9 Southend benefits greatly from a south facing aspect over the Thames Estuary at the point where it widens to meet the English Channel. However this also creates significant pressure on land in the premium positions along the seafront. Increasingly the desire for more flats and retirement properties in this location has led to taller and bulkier developments which have impacted on the distinctive character. The south side of the seafront esplanades remain relatively free from development outside of the Central Area and the open character of the seafront will be conserved and enhanced wherever possible to retain important views across the foreshore.
- 3.10 There are a number of existing buildings along the seafront that form a cohesive frontage, have historic context, or are recognised as key landmarks and/or contribute to a distinctive sense of place and should be protected from development that would adversely affect their character, appearance, setting and the importance of the seafront. These are listed in Appendix 11.
- 3.11 The main concern for the character of the Seafront is the gradual degradation of that which makes it unique. The unsympathetic increase in scale in some locations and loss of historic grain has had a detrimental effect on the integrity and character of the Seafront. As a consequence there is a need to adopt design principles that influence form, appearance and massing so that they are appropriate to the differing characters along the Seafront. Where appropriate, design codes will also be developed for the Seafront Character Zones referred to in Table 1 below.

Public Realm

- 3.12 The coastline and foreshore setting already has a distinctive and historic character and sense of place, with many activities along the Seafront. The horizontal and hypnotic nature of the landscape is well suited for relaxation, rest and recuperation. Improvements to the Seafront's public realm is critical to Southend's status as a cultural and tourist destination and an attractive place to live and work within Thames Gateway.
- 3.13 Interspersed at regular distances, street furniture and public art will be encouraged as part of development, in line with the Council's Streetscape Manual SPD, to distinguish areas of different character and provide information on distances between points to facilitate way-finding. This will not only improve legibility, it will also provide markers for a range of leisure activities such as running, walking or cycling, reinforcing Southend's Seafront as a high quality environment. The overall public realm strategy is driven by the following principles:
- The importance of a high quality public realm;
 - The role of the seafront as an important linear route where the promotion of walking and cycling, and associated facilities, should be a key consideration;
 - The need for a broader range of activities and experiences for all members of the community;
 - The value of the existing parks, gardens and landscape areas;
 - The inclusion of a network of high quality activity spaces connected through a 'Green Corridor' along the Esplanade to include distinctive street furniture, lighting and illumination and Public Art;
 - The creation of a distinctive identity for each Seafront Character Zone when viewed or experienced on land or from the sea.
- 3.14 There is a clear intention to develop green corridors which will join up green spaces along the Seafront with the wider Southend area and the South Essex Green Grid. Any developments along the Seafront should take account of the Seafront's role as 'Green Corridor' and where appropriate incorporate and contribute to this function and the linkages to the wider area. An important strategic link will be the Thames Estuary Path which meanders from Central London to Shoeburyness. It will be particularly important in Southend linking the Seafront to Chalkwell, Leigh on Sea and beyond to Hadleigh, the former venue for the Olympic Mountain biking event in 2012.

Nature Conservation and Biodiversity

- 3.15 Government Policy necessitates a high level of protection to be given to the most valued landscapes, wildlife habitats and natural resources, and especially those with national and international designations which should receive the highest level of protection. The foreshore is Southend's most valuable amenity, biodiversity and natural resource and is recognised as such by international, national and local designations. These designations are:
- RAMSAR site;
 - Site of Special Scientific Interest;
 - Special Protection Area (for Birds);
 - Leigh National Nature Reserve (part); and

- Southend Foreshore Local Nature Reserve.

- 3.16 These foreshore and estuary sites are significant attractions in their own right and the mudflats at Southend and Leigh contribute to the estuarine character of the place. Indeed Two Tree Island and Leigh Marshes are important visitor attractions which could be further enhanced to provide an eco-tourism offer.
- 3.17 In addition to the importance given to the Seafront as a natural environment, providing a wildlife and biodiversity habitat and this being an attraction in its own right, there are many demands on the Seafront for other leisure and tourism activities, as well as its role in harbouring flood defences, and an appropriate balance needs to be struck between these often competing priorities.

Tourism and Leisure Activities

- 3.18 Southend is a major tourist destination and has long had leisure and cultural infrastructure of regional significance, including the grade II listed Southend Pier. Much of this development is a direct result of the historical attraction of the foreshore for its health benefits associated with beach and water recreation activities, and an attractive environment in which to spend leisure time which has continued to the present day. The Council and its partners recognise the importance of the Seafront in achieving the ambition of Southend being a key cultural hub. This priority is reflected in the Southend *Core Strategy* which at its heart sees the Central Seafront Area as a focus for regeneration.
- 3.19 Informal recreational use of the foreshore and estuary takes place along almost the entire length of the Seafront. Indeed, this function has happily co-existed with nature conservation principles and values, and has done so for many years. Nevertheless it remains essential to balance regeneration, tourism and recreational opportunities with the biodiversity and natural resources along the Seafront

Managing Flood Risk and Coastal Change

- 3.20 Government policy emphasises that flood risk will be an influence on the location of development, and for development plans to follow a 'sequential test' in relation to the level of flood risk, if possible directing development away from areas at risk of flooding or implementing mitigation measures where development is essential. Within Southend, the Environment Agency's current indicative floodplain maps identify a number of areas along the Seafront which are deemed to be 'at risk', mainly from tidal flooding. In assessing the weight to be attached to this consideration, the Borough Council, in preparing its Core Strategy had regard to:
- The cultural, leisure and tourism opportunities on the seafront and regeneration and growth imperatives particularly within the built up central seafront area;
 - The findings of the 2006 Thames Gateway South Essex Strategic Flood Risk Assessment (SFRA) which provided accurate maps of local flood risk. It indicated that flood defences within and adjacent to Southend were mainly in good overall condition. However, there remained small, but significant areas of the Borough where a residual risk remained in the event of a breach in the tidal defences; and

- Southend's regular and systematic improvements to existing flood defences to meet perceived levels of risk, which reduces the level of actual risk, as indicated on current flood plain maps. This policy to maintain flood defences in line with the potential risk posed by climate change is set to continue and is supported by the Thames Estuary 2100 (TE2100) Nov 2012 and South Essex Catchment Flood Management Plan (CFMP) December 2008.

- 3.21 The adopted Core Strategy identifies the Seafront as a key growth and regeneration area, and in addressing flood risk requires that, where the Environment Agency's Flood Zone Maps or other considerations (including up to date Strategic Flood Risk Assessment), indicate that a risk of flooding remain, all development proposals shall be accompanied by a detailed flood risk assessment, appropriate to the scale and nature of the development and the risk. As such an assessment will need to clearly demonstrate that a particular development is appropriate in terms of type, siting and mitigation measures proposed, using sustainable flood risk management options which safeguard biodiversity importance of the foreshore and / or effective sustainable drainage measures.
- 3.22 In 2009/10 the Borough Council commissioned an update of the Thames Gateway SFRA (2006). This update focussed on the Southend local authority area and in addition it considered all sources of flooding within Southend and the impacts of climate change.
- 3.23 The NPPF states that Local Plans should be supported by Strategic Flood Risk Assessment. The Southend SFRA has produced the following two reports:
- Level 1 SFRA (completed September 2010) – provides an overview of the flood risk issues throughout Southend in order to facilitate a sequential approach during the production of spatial strategies in the future such as the review of the Core Strategy; and
 - Level 2 SFRA (completed November 2010) – provides a more detailed assessment of flood risk to inform the Exception Test.
- 3.24 The Level 1 SFRA confirmed that the two main sources of flooding within the Borough are tidal flooding from the Thames Estuary (resulting from a failure of a flood defence or overtopping of a defence) and fluvial flooding from the Prittle Brook, Eastwood Brook and Willingale watercourse that runs through Southchurch Park. In addition to tidal and fluvial sources, the study considered the risks associated with groundwater, surface water, sewer flooding and flooding from artificial sources. The Borough Council is also producing a Surface Water Management Plan to further assess the potential impacts and future management measures associated with surface water sources.
- 3.25 The most significant flood risk events in the Borough tend to be storm surges coupled with high spring tides which produce high tidal water levels in the Thames Estuary. These have the potential to impact on large areas of development along the tidal frontage
- 3.26 Detailed hydrodynamic breach and overtopping modelling has been completed as part of the Level 2 SFRA to provide a greater level of detail regarding the variation of residual flood risk within Flood Zones across Southend. Results show that the Southend seafront and the southern extent of the Central Area are at residual risk of flooding in the event of a breach in the flood defences and via overtopping of the existing defences. Some of the

flood defences along the Southend frontage are below the required 1 in 200 year standard for present day water levels.

- 3.27 *Thames Estuary 2100 (TE2100)* is an Environment Agency initiative, which aims to determine the appropriate level of flood protection needed for London and the Thames Estuary for the next 100 years. The Policy Management Approach within the TE2100 Plan for the seafront from Leigh-on-Sea to Shoeburyness is “to take further action to keep up with climate and land use change so that flood risk does not increase”. Where the Southend Borough boundary extends to Hadleigh Marshes the Policy Management Approach is “to continue with existing or alternative actions to manage flood risk, maintaining flood defences at their current level, accepting that the likelihood and/or consequences of a flood will increase because of climate change”. It is clear that the predicted increases in sea level will continue to reduce the standard of protection in time.
- 3.28 The overall intent of the *Essex and South Suffolk Shoreline Management Plan* for Southend is to sustain and support the viability of the Seafront related tourism and commercial activities and protect the communities that reside along it. This means a continuation of the current management approach that seeks to hold the current alignment where there are defences. Although the integrity of defences are at risk of erosion, holding the line is necessary to sustain the Seafront which is essential to the viability of Southend as a seaside resort. This is currently managed through beach recharge. All development should take account of the *Essex and South Suffolk Shoreline Management Plan* and have regard to the need to manage future flood risk and coastal change so that it does not increase the need for new sea defences.
- 3.29 Owing to the economic and social importance of the Seafront and its established pattern of development, it would be inappropriate to impose absolute restrictions on any future development. A key concern for the Council therefore will be to ensure flood resilience of all new development and maintain the structural integrity of the flood defences. The latter can be designed to also significantly enhance leisure and tourist facilities and reflect the particular nature and role within the different proposed character zones. It is important to ensure that regeneration issues and the increased opportunities and impetus to improve the tourism and recreational offer and built environment along the Seafront does not have an adverse impact on the natural environment, biodiversity and natural resources which are at the heart of the seafronts attractiveness.
- 3.30 In line with the *Core Strategy* and *Essex and South Suffolk Shoreline Management Plan*, any development proposals within areas of risk will require detailed flood risk assessment and agreement with the Environment Agency. Development will also be required to demonstrate that it is appropriate in terms of type, siting and the mitigation measures proposed, including where necessary enhancement of flood defences and/or effective sustainable drainage measures.
- 3.31 For proposals, reference should always be made to the Southend SFRA 1 & 2 Reports and, when published, the Surface Water Management Plan for detailed surface water modelling results, and further details on the mechanics of surface water flooding locally. Site-specific Flood Risk Assessments (required for all development proposals on sites greater than 1ha) should refer to Council and water utility historic flood records to

establish the level of potential surface water flood risk to any future development in these locations.

Water Recreation

- 3.32 Water recreation in Southend has increased in popularity over recent years and this popularity looks set to continue over the coming years as Southend's profile as a visitor destination catering for their activities increases. It is considered important that proposals for new and improved facilities, including additional slipways, are provided in appropriate locations where they do not conflict with other beach activities, public accessibility, the general enjoyment of the foreshore and the natural environment including the designated sites. Individual proposals are likely to require assessment under the *Conservation of Habitats and Species Regulations 2010* and will need to take account of any known wreck sites or other heritage assets.

Policy DM6 – The Seafront

1. All development within the Seafront Area will incorporate measures which will:

- (i) Limit any adverse impacts and where possible enhance the biodiversity interests of the local nature reserves and coastal and marine environment; and
- (ii) Protect the valuable natural amenity areas of International, European, national importance.

2. All development proposals within the Seafront Area must take account of flood risk and coastal change. This will include, where appropriate, developing, agreeing and then incorporating:

- (i) Appropriate flood defence and engineering solutions; and/or
- (ii) Flood resistant and resilient design that provides safe refuge to occupants in the event of a flood and is easily restored after the event.
- (i) Design solutions which do not prevent or restrict future maintenance and improvement of flood defences and the Borough Council's ability to manage coastal change.

3. Existing buildings along the Seafront that form a cohesive frontage, have a historic context or are recognised as key landmarks and/or contribute to a distinctive Southend sense of place will be retained and protected from development that would adversely affect their character, appearance, setting and the importance of the Seafront.

4. Development within or near the Seafront Area must not detrimentally impact upon the Thames Estuary's openness or views across and backdrops to the River Thames and Southend's beaches.

5. The provision of new and improved facilities for water recreation and other leisure and tourism facilities will generally be supported in appropriate locations along the Seafront in accordance with Policy Table 1. Proposals are required to demonstrate that:

- (i) Such facilities will not detrimentally reduce the amount of beach available for public use or public accessibility to the foreshore; and
- (ii) They provide an adequate means of access to the foreshore
- (iii) They contribute to the positive appreciation of natural resources and biodiversity of the foreshore by visitors and users.

6. All development within the Seafront Area must accord with the development principles set out in Policy Table 1. Additionally all new buildings must:

- (i) Demonstrate how it connects to and, where appropriate, contributes to the Green Grid Strategy; and
- (ii) Either incorporate or contribute towards the provision public art within this area.

All development must explore the need for Habitats Regulation Assessment to ensure screening for potential adverse impacts on internationally designated nature conservation sites in the area.

Policy Table 1: Seafront Character Zones

| Seafront Character Zones | Development Principles |
|---|--|
| <p>1. Two Tree Island, Leigh Marshes and Belton Hills</p> | <ul style="list-style-type: none"> (i) To maintain and improve recreational facilities within the character area and provide appropriate additional recreational facilities that support the needs of local residents and enhances the attractiveness of the offer for visitors. (ii) To protect the special character of the nature reserve. (iii) The priority is to maintain the openness and function of the Green Belt in this area. (iv) To retain character and building height and type along Marine Parade. |
| <p>2. Leigh Port and Old Town</p> | <ul style="list-style-type: none"> (i) To maintain a thriving fisheries and working port by resisting the loss of existing marine industrial activities. (ii) To enhance the leisure and tourism offer, but in a manner that does not compromise the marine industrial activities and character of Leigh Old Town. (iii) To preserve and enhance the special character of Leigh Old Town Conservation Area. (iv) Measures that maintain an appropriate balance between the working port and leisure and tourism activities, when considered in conjunction with points 2(i), 2(ii) and 2(iii) will be supported. |
| <p>3. The Cinder Path (Old Leigh to Chalkwell Station including Cliff Parade, Grand Parade and Undercliff Gardens)</p> | <ul style="list-style-type: none"> (i) To continue to protect and enhance the open character and undeveloped, green space, frontage and estuary views from Grand Parade, Cliff Parade, The Gardens, Undercliff Gardens, Leigh Hill and The Ridgeway. (ii) Development will be considered acceptable where it adds to the overall quality of Undercliff Gardens, Grand Parade, Cliff Parade, The Gardens, Leigh Hill and The Ridgeway, and where it retains the characteristics and form of the area. Development that materially changes the existing character, appearance and form of the area will be resisted. (iii) To improve the public realm linked to the Sustrans cycle route. (iv) Improvements to the accessibility of the foot bridge and creation of a distinctive public space. |
| <p>4. Chalkwell Esplanade to San Remo</p> | <ul style="list-style-type: none"> (i) To maintain and enhance the open aspect of the foreshore and beaches, promenade and landscaped areas. (ii) To replenish the beaches as the need arises and maintain the integrity of the flood defences. (iii) To improve the quality of the beach huts at the western end of the Zone. Additional beach huts elsewhere within this Zone will be resisted. (iv) Resist inappropriate development fronting the Seafront to ensure that established seafront architectural style and form is maintained in this location. (v) The total or partial demolition of a heritage asset will be resisted, in accordance with Policy DM5, where there is no clear and |

| | |
|--|--|
| | <p>convincing justification for this.</p> <ul style="list-style-type: none"> (vi) In all areas the vernacular form and fine urban grain of the seafront that defines this character zone will be preserved. Further amalgamation of existing plots and large format bulky buildings are not considered appropriate and will be resisted. (vii) The low rise height of existing buildings should also be maintained in future development. Development will only be allowed where it is appropriate to context and where it adds to the overall quality of the area. (viii) To develop a quality promenade that incorporates the Sustrans cycle route and encourages activity and increased enjoyment of the Seafront. (ix) To maintain and promote the commercial activities within this character zone. (x) To replenish the beaches as the need arises and maintain the integrity of the flood defences. (xi) Encourage improvements to existing shelters and cafes. Refurbishment and renewal works will not impact on the foreshore views and should not unduly encroach onto the foreshore. |
| <p>5. Victoria Road to Clieveden Road</p> | <ul style="list-style-type: none"> (i) To encourage enhancements that promote this location as a tourist and leisure destination and as a place to live. (ii) Encourage improvements to existing shelters and cafes. Refurbishment and renewal works will not impact on the foreshore views and should not unduly encroach onto the foreshore. (iii) To protect the existing architectural character and mix of uses. (iv) To resist inappropriate development fronting the Seafront. The vernacular form and fine urban grain of the seafront that defines this character zone will be preserved. The amalgamation of existing plots and large format bulky buildings will be resisted. (v) The low rise height of existing buildings should also be maintained in future development. Development will only be allowed where it is appropriate to context and where it adds to the overall quality of the area. |
| <p>6. Clieveden Road to Maplin Way</p> | <ul style="list-style-type: none"> (i) Maintain existing established built character and activities based around open parks and beach recreation. (ii) Measures to improve the quality of the beach huts will be supported. (iii) Green grid will be enhanced through improvements to the parks and gardens. (iv) Retain and enhance existing leisure activities including the tennis, bowls and yacht clubs. No major development will be promoted or supported in this zone. (v) New flatted developments along the Seafront will be resisted. Development that does take place must respect the open nature of the public and private open space and the grain and character of the residential area. (vi) Shelters and cafes will be improved. Refurbishment and renewal works will not impact on the foreshore views and should not unduly encroach upon it. |

| Core Strategy Linkage: | |
|-------------------------------|---|
| Objectives | Policies |
| Strategic Objective 4 | Policy KP1: Spatial Strategy |
| Strategic Objective 12 | Policy KP2: Development Principles |
| Strategic Objective 14 | Policy CP4: The Environment and Urban Renaissance |

Please refer to the Policies Map where applicable for land use designations related to **Policy DM6**.

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section four

Section 4: Housing

Policy DM7 – Dwelling Mix, Size and Type

- 4.1 To create balanced and sustainable communities in the long term, it is important that future housing delivery seeks to meet the needs of households that demand private market housing and also those who require access to affordable housing. Providing dwellings of different types (including tenure) and sizes will help to promote social inclusion by meeting the needs of people with a variety of different lifestyles and incomes. A range of dwelling types will provide greater choice for people seeking to live and work in Southend and will therefore also support economic growth. The Southend on Sea Housing Strategy 2011 recognises that in order to create a sustainable balanced community, well-planned quality housing developments, with a range of tenures and sizes of dwelling, will need to be located across the Borough and well served by public transport and wider supporting infrastructure.
- 4.2 Government policy actively encourages local planning authorities to provide wider opportunities for housing, as well as seeking a better mix in the size, type and location of housing. Local planning authorities should aim for a mix of housing based on current demographic trends, market trends and the needs of different groups in the community. Most importantly, local planning authorities should identify the size, type, tenure and range of housing that is required in different locations within a housing market area.
- 4.3 The Strategic Housing Market Assessment (SHMA) is a key part of the evidence base which provides an assessment of the scale and mix of housing and the range of tenures that a local population is likely to need over the plan period. It addresses the need for all types of housing and the needs of different groups in the community. Nevertheless, it should not be considered in isolation as it does not set housing or planning policy but is an important tool for policy development. The SHMA (2013) provides a commentary on Southend's housing stock and updates and replaces the previous 2010 version of the SHMA.
- 4.4 The *Southend-on-Sea Community Plan 2011 – 2021* states that providing good quality housing and a well-integrated blend of different housing types and tenures is a vital part of achieving the strategic vision of the 'Southend Together' Partnership; creating a community where people work together in partnership and understanding to improve quality, for all. The Council also recognises that housing needs to be flexible so that it can continue to meet the changing needs of resident's as well as cater for the diverse needs of the community.

Dwelling Mix within Developments

- 4.5 The Council will seek to ensure that new housing reflects the needs and demands of Southend's existing and future resident's and improves the quality and mix of new market and affordable housing in the Borough.
- 4.6 In order to sustain balanced communities it is recognised that a mix of housing is required within each development, and this should be agreed with the Council during pre-application discussions. The SHMA identified a shortage of family accommodation in

Southend despite an acute demand for this type of dwelling. This is reflected by the lower level of dwelling stock of three and four bedroom properties illustrated in the SHMA (2013) compared to other locations in the market area. The SHMA also identified that Southend had a higher percentage of flats/ maisonettes and one bedroom properties compared to the wider TGSE housing market area and national average.

- 4.7 Consequently, to address this shortfall and meet demand, residential development proposals will be expected to incorporate suitable family accommodation. The provision of high quality, affordable family homes is an important strategic housing priority in Southend and the Core Strategy highlights a need to retain a stock of larger family housing.
- 4.8 The *SHMA* (2013) undertook an assessment of dwelling need and consequently set out a recommended dwelling mix for affordable as well as private market housing in Southend. The preferred dwelling mix outlined in Policy Table 2 and 3 reflects the recommendations set out in the *SHMA* (2013) and is intended to provide an overall target for new residential development within the Borough. For individual development proposals the preferred dwelling mix should not be treated as a definitive mix but should be used during negotiations. When considering development proposals that deviate from this mix, the Council will take account of the latest available evidence from the *SHMA* (or its equivalent successor); the site context; viability; and for affordable housing any pressing short term housing need as identified by Southend Council's Homeseekers Register.

Affordable Tenure

- 4.9 The *Core Strategy* Policy CP8 'Dwelling Provision' sets the thresholds that trigger the need for affordable housing provision within a proposed development. The Tenure mix guidelines outlined by Policy DM7 are intended to be borough-wide targets, and as such for development proposals the mix will be determined through negotiation based on site specific characteristics and circumstances.
- 4.10 There are three main types of affordable housing which may be delivered to meet the Core Strategy affordable housing target: social rented; intermediate affordable housing; and more recently, affordable rent.
- 4.11 Social rented housing includes housing rented from registered affordable housing providers. Intermediate affordable housing, where a percentage of the property is purchased, generally costs residents more than social rented housing, but significantly less than market housing. It caters for occupiers who are unable to afford market housing, such as key-workers and first-time buyers.
- 4.12 Affordable Rent is intended to provide an alternative to, but not replace, social rent. This approach allows registered providers and local authorities to offer rents at 80% of the rents charged for similar sized and located properties in the private sector.
- 4.13 There is a need for affordable housing in Southend and there is also a potential market for intermediate (affordable) home ownership. The *SHMA* 2013 suggests a split between rented (social and affordable rent) and intermediate housing for the TGSE housing market area that is balanced in favour of the later. However, the Council's housing

register indicates continued demand for rented affordable accommodation and an appreciation of past affordable housing delivery in the Borough suggests that a higher proportion of rented affordable housing accommodation is appropriate for meeting this demand in Southend.

- 4.14 The Council will therefore seek a flexible mix of 60:40 between rented (social and affordable) housing and intermediate housing. In accordance with the findings of the Southend on Sea Combined Policy Viability Study (September 2013), which recommends that the Council applies a flexible approach to tenure split to ensure that the viability of developments is not adversely affected over the economic cycle, this proportion may be negotiated between developer/provider and local authority housing officers as part of a proposal. This decision will take account of the viability of specific sites, the findings of the latest SHMA (or its equivalent successor), a consideration of the Council's Homeseekers Register and the availability of public subsidy.
- 4.15 The Combined Policy Viability Study (2013) outlines that:
"viability is seen to improve when allowing for Affordable Rent in place of Social Rent, and in fact it is identified that in the lower value areas of the Central Area, Affordable Rented units, given their lower risk and therefore profit requirement add more value to schemes than private units. It is also identified in the study that viability is seen to improve when the tenure split is amended from 70% social rented 30% intermediate to 60% social rented and 40% intermediate...and it would be expected that viability would be further enhanced as the proportion of Intermediate Housing increased relative to Social Rent. However, the reverse is true when considering a split between Affordable Rent and Intermediate Housing, reflecting that at current sales values, Affordable Rented Accommodation is identified as being more viable than intermediate accommodation".
- 4.16 Notwithstanding the above, the Combined Policy Viability Study (2013) outlines that many developments could viably provide all or a large proportion of the policy requirements in the adopted Core Strategy and as set out in this Development Management DPD. Particularly, in most cases, schemes can accommodate the Council's affordable housing requirement (Core Strategy Policy CP8: Dwelling Provision) at a level somewhere between 15% to 30% without grant. The Council will therefore seek a mix of affordable tenure to meet the needs of the local housing market, which reflects site specific circumstances grounded in an understanding of development viability.

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Policy DM7 – Dwelling Mix, Size and Type

1. All major* residential development is expected to provide a dwelling mix that incorporates a range of dwelling types and bedroom sizes, including family housing where feasible, to reflect the Borough's housing need and housing demand.

The Council will promote the mix of dwellings types and sizes, taking account of those outlined in the SHMA, illustrated in Policy Table 2, in all new major* residential development proposals. Where a proposal significantly deviates from this mix the reasons must be justified and demonstrated to the Council.

The Council will look favourably upon the provision of family size housing on smaller sites, particularly where the surrounding building types provide an appropriate context for this type of development to be included within a scheme.

2. Where affordable housing is provided:

- (i) The affordable dwelling mix set out in Policy Table 3 is sought; and
- (ii) An indicative tenure mix of 60:40 between social and/ or affordable rented accommodation and intermediate housing is sought respectively.

Where it is considered that the affordable housing dwelling mix and/or tenure mix is not appropriate, applicants will be required to justify to the satisfaction of the Council, a more appropriate mix. The Council will take into consideration factors such as the latest available affordable housing evidence, the site context and viability amongst other things.

**Major development is defined as:*

(i) the number of dwelling-houses to be provided is 10 or more; or

(ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development would constitute 10 dwellings or more.

Policy Table 2: Preferred Private Market Dwelling Mix

| Dwelling size: No. Bedrooms | 1-bed | 2-bed | 3-bed | 4-bed |
|-----------------------------|-------|-------|-------|-------|
| Proportion of dwellings | 9% | 22% | 49%* | 20%** |

Policy Table 3: Preferred Affordable Dwelling Mix

| Dwelling size: No. Bedrooms | 1-bed | 2-bed | 3-bed | 4-bed |
|--|-------|-------|-------|-------|
| Proportion of affordable housing total | 16% | 43% | 37%* | 4%** |

/ - These percentages will seek to address the under supply of family accommodation that has been identified in the SHMA.*

Core Strategy Linkage:

| | |
|------------------------|--------------------------------|
| Objectives | Policies |
| Strategic Objective 7 | Policy CP8: Dwelling Provision |
| Strategic Objective 14 | |

Policy DM8 – Residential Standards

- 4.17 The size of a home is a key factor in defining who can live there and how it can be used by them. Good residential design and creative use of space can provide high quality homes at a mix of densities, regardless of tenure, catering for a range of all circumstances and needs. Research by English Partnerships² has highlighted however that new housing in England provides some of the poorest internal space standards in Europe, as well as the smallest average room sizes.
- 4.18 It is therefore the Council's aim to deliver good quality housing, ensuring that new developments contribute to a suitable and sustainable living environment now and for future generations. To achieve this, it is necessary to ensure that new housing developments provide the highest quality internal environment that will contribute to a good quality of life and meet the requirements of all the Borough's residents.
- 4.19 Minimum space standards are intended to encourage provision of enough space in dwellings to ensure that they can be used flexibly by residents, according to their needs, and that sufficient storage can be integrated. Housing that exceeds the indicative residential space standards (Policy Table 4) will, of course, always be encouraged. It is recognised that in order to achieve certain design configurations, work within site constraints, or to deliver units for a particular segment of the housing market, designers and developers will need to make early allowances to meet the minimum gross internal area for that dwelling type as set out in Policy Table 4.

Residential Standards

- 4.20 The requirement for high quality residential standards is supported by national planning policy which imbeds sustainable development into the planning system. One key driver for the setting of residential space standards locally is the National Planning Policy Framework (NPPF) which requires local authorities to have due regard to the nature of local housing development in relation to current and future demand.
- 4.21 Proponents of space standards emphasise that they are necessary to ensure that homes provide adequate space to undertake typical day to day activities, and to avoid the health and social costs that arise where space is inadequate. In particular, space standards are seen as a way of ensuring that there is sufficient room to carry out normal daily activities, socialise with family and friends, work from home or study in private and provide storage for general household goods and personal belongings.
- 4.22 Good quality, flexible and useable homes which have longevity, therefore, need to be at the heart of a sustainable community. Applying residential standards must be a key component of sustainable development in Southend, as they will help contribute towards:
- delivering a better quality of life;
 - ensuring decent homes for all;
 - providing high quality residential environments;
 - delivering sustainable design and construction;
 - increased personal space and privacy; and

² English Partnerships' Quality Standards, Delivering Quality Places Revised: from November 2007
[Southend-on-Sea Borough Council Local Planning Framework](#)
Development Management Document
July 2015

- improving health and well-being within a home.

- 4.23 Southend's '*Housing Quality Review 2011*' and its 2014 addendum indicates that the minimum amount of space needed per person is not considered to vary by tenure and that there is an increasing need for more indoor and outdoor space across all tenure groups and household types, especially for family accommodation.
- 4.24 The Council has, therefore, set out minimum residential standards that will apply to all housing types and tenures. These standards reflect the Housing Corporation's occupancy and Housing Quality Indicator space standards that are used to form the basis for their funding system, and are considered a best practice example. It is expected that these standards will be met if not exceeded for all residential development within the Borough.
- 4.25 The Technical Consultation of the Housing Standards Review (DCLG, September 2014) indicates the Government intentions to bring forward nationally described residential space standards. It is intended that a 'statement of policy' will be published by the Government in 2015, which will set out new national planning policy that should be taken into account when applying local space standards. Once the new Building Regulations and Approved Documents come into force, and where a plan has not been formally reviewed, policies in Local Plans relating to space should be interpreted by reference to the nearest equivalent nationally described space standard.
- 4.26 The Council will keep residential space standards in Policy DM8 under review and respond accordingly to relevant changes to Government policy. This may be in the form of a position statement that will indicate how the policy should be applied or a partial review depending on the Government's final decision on the Housing Standards Review.

Flexibility and Lifetime Homes

- 4.27 For homes to be sustainable, they need to be capable of adaptation to meet the changing lifestyle needs of residents during different stages of their life, including families with young children through to older people, as well as those with temporary or permanent disabilities.
- 4.28 The '*Housing Quality Review 2011*' identifies the need for new dwellings to be flexible over the lifetime of the building. Flexibility is the potential for rooms in a home to be used in a variety of ways without altering the building fabric.
- 4.29 The Review highlights that households do not always want, nor are they always able, to move home as their circumstances change. Therefore, every home should be flexible enough to accommodate a range of possible changes in circumstances. The inherent inclusivity provided by flexibly designed homes that have space to respond to occupiers changing physical and social requirements over their lifetimes has the knock-on benefit of creating more balanced and stable neighbourhoods.
- 4.30 There is a need to ensure some rooms are multi-functional, for example, the modern use of a home results in bedrooms not only being used for sleeping but for work and study, or to relax in privacy. The research studies identified in the '*Housing Quality Review*

2011' demonstrated that there is a correlation between education attainment and where there are opportunities for children to study in private.

- 4.31 The Southend Older People's Accommodation Strategy 2008 – 2011 highlights the need to provide flexible accommodation. It outlines a desire to design lifetime homes within lifetime neighbourhoods where older and vulnerable residents have access to transport services, housing, public services, civic space and amenities, so they have a full life and take part in the community around them. This is particularly important as the TGSE SHMA (2013) acknowledges that the population in the housing market area is likely to become older in the period up to 2031. In particular, the number of people aged 65 years and above is expected to grow considerably and this need should be reflected in delivery of development.
- 4.32 'Lifetime Homes' involve design features that have been tailored to foster accessible living, helping to accommodate old age, injury, disability, pregnancy and pushchairs and therefore support the changing needs of a family's lifecycle, allowing people to live in their home for as much of their life as possible. The Lifetime Homes Standard represents the most commonly required standard above Building Regulations Part M and seeks to enable 'general needs' housing to provide, either from the outset or through simple and cost-effective adaptation, design solutions that meet the existing and changing needs of diverse households.
- 4.33 The Council will expect all new homes to meet Lifetime Homes standards unless it can be demonstrated to the satisfaction of the Council that this requirement is not viable and feasible. This flexible approach is supported by the findings of the Southend Combined Policy Viability Study (2013).

Wheelchair Adaptability

- 4.34 Lifetime Homes standards do not necessarily include those additional spatial requirements needed to allow wheelchair users to live in their home easily and comfortably. The needs of wheelchair users are often difficult to meet in general needs housing and invariably require increased circulation and activity spaces within and between rooms, particularly in bathrooms and kitchens.
- 4.35 According to the Census 2011, Southend has a higher percentage (8.8%) than England (8.3%), the East of England (8.3%) and London (6.7%) for those whose day to day activities are 'limited a lot'. Furthermore, Southend also has a higher percentage (9.7%) of whose day to day activities are 'limited a little'. The SHMA (2013), in modelling a range of population projections, outlines that for Southend the amount of residents classified as disabled with a physical impairment is likely to remain broadly constant. However, the SHMA (2013) outlines that the population across the housing market area is likely to become older in the period up to 2031. On this basis, adaptive housing will be all the more vital so that people can remain in their homes if they wish to do so.

- 4.36 In recognition of this, the Council will require at least 10% of new housing in major development to be wheelchair accessible, or easily adaptable³ for a wheelchair user. The Southend Combined Policy Viability Study suggest that the costs of making units wheelchair accessible is broadly neutral and is more of a design and unit size issue. The 10% wheelchair requirement will be accommodated within schemes by varying unit sizes to accommodate the additional floorspace required for turning circles.

Working from Home

- 4.37 Changing economic conditions and technological advances have allowed more people to work from home whether it is full-time, part time or periodically. This working arrangement has allowed for a greater work-life balance and sense of well-being and as such will help to create more sustainable communities now and in the future. As working patterns and business needs change there is likely to be a significantly greater demand for additional workspace within the home than has previously been necessary. Sufficient office space and good internet and telephone connections within a dwelling are essential to enable flexible working patterns and thereby contribute to improving work-life balance.

Storage Space

- 4.38 Lack of storage space can be a particular problem in many new homes. Without adequate storage space, resident's belongings will often take space away from the living accommodation and have an adverse impact on amenity. The lack of storage space within a home may, therefore, have a restrictive effect upon the way a home is used. There is, therefore, a need to ensure that dwellings contain sufficient space both internally and externally (where applicable).
- 4.39 The evidence cited in '*Housing Quality Review 2011*' suggests the inclusion of dedicated built-in storage cupboards of 1.25m² for 2 bedspace dwellings and 0.5m² for each additional bedspace, to provide adequate storage. The storage provision should also take account of the nature of household items. For example, cleaning equipment needs to be readily accessible whilst other belongings such as suitcases or decorating equipment are only in seasonal use or occasional use.

Climate Change

- 4.40 Improving the quality of a dwelling in terms of space standards and addressing functionality contributes towards the mitigation of climate change by increasing the lifespan of the building before significant remodelling or complete redevelopment is required. Poorly designed buildings will quickly become functionally obsolete or unsuitable for occupants. Unnecessary redevelopment wastes energy, depletes natural resources, and increases carbon cost, thereby often making it harder to achieve sustainability targets. Environmental sustainability is best achieved by constructing buildings that have a reasonably long lifespan, with in-built flexibility, allowing them to adapt to changing needs over their lifetime.

³ Easily adaptable means without the need to do substantial alterations to the home such as moving walls to enlarge rooms, but would include smaller alterations such as the installation of grab rails, replacing a bath with a shower or changing kitchen units.

- 4.41 In addition to space-related issues, the Council also emphasises the importance of sustainable, high quality design and construction, and the conservation of energy and resources to tackle climate change. Developers should therefore seek to comply with criteria set out in Policy DM2 and Lifetime Homes Standards, as set out within this policy.

Amenity Space

- 4.42 Private outdoor space is an important amenity asset and provides adults and children with external, secure recreational areas. It is considered that this space must be useable and functional to cater for the needs of the intended occupants. All new residential units will be expected to have direct access to an area of private amenity space. The type of amenity space will be dependent on the form of housing.
- 4.43 In the case of non-flatted developments, generally this can most easily be provided in the form of a private enclosed garden. The provision of a garden also makes it easier to include outside covered storage for items such as bicycles and garden furniture. In the case of flats, balconies may take the place of a garden, although easily accessible semi-private communal areas will also be beneficial.

Planning Application Drawings

- 4.44 As highlighted herein, the design of the internal layout of a dwelling should accommodate the furniture and activity space required for the intended number of bedspaces. Room sizes must be large enough to accommodate the furniture requirements needed for modern living. Planning applications should therefore depict on the submitted plans how furniture and storage arrangements may be accommodated to assist with an assessment of whether the development meet the requirements and direction of the policy.

Non Self-Contained Accommodation

- 4.45 Non self-contained accommodation refers to campus-style living arrangements and may include, for example, student and hospital staff accommodation. It is recognised that campus accommodation has a useful purpose and may reduce pressure on other elements of the housing stock currently occupied by students, especially in the private rented sector. The University of Essex, which has a campus in Southend, has an accreditation scheme that all approved private landlords must meet. This accreditation scheme provides a measure which ensures that student accommodation is of a high quality and meets the needs of students. The non self-contained standards seek to reflect the minimum requirements set out in the accreditation scheme.
- 4.46 The licensing and management of Houses in Multiple Occupation, including space standards, is set out in relevant housing legislation.

Policy DM8 – Residential Standards

1. The internal environment of all new dwellings must be high quality and flexible to meet the changing needs of residents. To achieve this all new dwellings should:
 - (i) Provide convenient, useable and effective room layouts; and
 - (ii) Meet, if not exceed, the residential space standards set out in Policy Table 4 and meet the requirements of residential bedroom and amenity standards set out in Policy Table 5; and
 - (iii) Meet the Lifetime Homes Standards, unless it can be clearly demonstrated that it is not viable and feasible to do so; and
 - (iv) Ensure that at least 10% of new dwellings on major* development sites are wheelchair accessible, or easily adaptable for residents who are wheelchair users; and
 - (v) Make provision for usable private outdoor amenity space for the enjoyment of intended occupiers; for flatted schemes this could take the form of a balcony or easily accessible semi-private communal amenity space. Residential schemes with no amenity space will only be considered acceptable in exceptional circumstances, the reasons for which will need to be fully justified and clearly demonstrated.
2. All proposals for non self-contained accommodation (such as student and hospital staff accommodation) will be required to meet the internal space standards set out in Policy Table 6.

**Major development is defined as:*

- (i) the number of dwelling-houses to be provided is 10 or more; or*
- (ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development would constitute 10 dwellings or more.*

Policy Table 4: Residential Space Standards

| | Type of Dwelling (number of bed spaces)* | Number of Storeys | Minimum Gross Internal Floor Area (m ²)** |
|-----|--|---|---|
| (a) | Studio (1 bed space) | Flats or other dwellings on one floor | 30 |
| (b) | 1 bedroom (2 bed spaces) | | 45 |
| (c) | 2 bedroom (3 bed spaces) | | 57 |
| (d) | 2 bedroom (4 bed spaces) | | 67 |
| (e) | 3 bedroom (5 bed spaces) | | 75 |
| (f) | 3 bedroom (6 bed spaces) | | 85 |
| (g) | 2 bedroom (3 bed spaces) | Two storey houses or other dwellings on two floors | 66 |
| (h) | 2 bedroom (4 bed spaces) | | 77 |
| (i) | 3 bedroom (5 bed spaces) | | 82 |
| (j) | 3 bedroom (6 bed spaces) | | 95 |
| (k) | 4 bedroom (7 bed spaces) | | 108 |
| (l) | 3 bedroom (5 bed spaces) | Three Storey Houses or Other Dwellings on three floors Three Storeys + | 85 |
| (k) | 3 bedroom (6 bed spaces) | | 100 |

* For dwellings designed for more than the number of bed spaces outlined in Table 4 at least 10m² should be added for each additional bed space

**Gross Internal Floor areas (GIA) will be measured in line with the Royal Institute of Chartered Surveyors' 'Code of Measuring Practice: a guide for Property Professionals' (Sept 2007) and included in Design and Assessment statements, where these are required.

The number of bed spaces represents the number of occupants the dwelling was designed to accommodate. For example, a three bedroom house with one double bedroom, one twin bedroom and a single bedroom has 5 bedspaces.

Policy Table 5: Residential Bedroom and Amenity Standards

| | |
|-------------------------------|---|
| Internal Storage Areas | Provision of a storage cupboard with a minimum floor area of 1.25m ² should be provided for 1-2 person dwellings. A minimum of 0.5m ² storage area should be provided for each additional bedspace. |
| Amenity | Suitable space should be provided for a washing machine and for drying clothes, as well as private outdoor amenity, where feasible and appropriate to the scheme. |
| Bedroom Sizes | The minimum floor area for bedrooms to be no less than 7m ² for a single bedroom with a minimum width of 2.15m ² ; and 12m ² for a double/twin bedroom with a minimum width of 2.55m ² . |
| Storage | Suitable, safe cycle storage with convenient access to the street frontage. |
| Refuse Facilities | Non-recyclable waste storage facilities should be provided in new residential development in accordance with the Code for Sustainable Homes Technical Guide and any local standards. Suitable space should be provided for and recycling bins within the home. Refuse stores should be located to limit the nuisance caused by noise and smells and should be provided with a means for cleaning, such as a water supply. |
| Working from Home | Provide suitable space which provides occupiers with the opportunity to work from home. This space must be able to accommodate a desk and filing/storage cupboards. |

Policy Table 6: Standards for Non Self-Contained Accommodation (such as student and hospital staff accommodation)

| | |
|-----------------------|--|
| Location* | Proposals for this type accommodation will be directed to either locations in close proximity to the establishment that needs the accommodation, the Southend Central Area or places with good access to appropriate public transport services. |
| Bedroom Sizes | Accommodation must have a minimum bedroom size of 6.5m ² for single bedrooms and 10.2m ² for double bedrooms. Each bedroom must have a convenient layout that provides: appropriate hanging storage space for clothes; a study desk and chair; and shelving storage for books. |
| Communal Areas | Accommodation must contain either a living room, dining room or kitchen diner of a suitable size for all the occupants. The layout of this room must enable all the occupants to be able to use the room simultaneously in a comfortable manner. |
| Broadband | Accommodation must have connection to broadband. |
| Waste | Accommodation must provide appropriate waste and recycling bins. Refuse stores within buildings should be located to limit the nuisance caused by noise and smells and should be provided with a means for cleaning. |
| Storage | Accommodation must have a kitchen that has sufficient food storage space for each occupant and has sufficient work surface space for food preparation. |

| | |
|-------------------------------|--------------------------------|
| Core Strategy Linkage: | |
| Objectives | Policies |
| Strategic Objective 7 | Policy CP8: Dwelling Provision |
| Strategic Objective 14 | |

Policy DM9 – Specialist Residential Accommodation

- 4.47 A compassionate, strong and sustainable community responds to the needs of all residents, including those who are considered to be most vulnerable. Vulnerability can be a temporary or permanent condition or state, and the needs of older people and vulnerable people should be addressed in a number of ways, depending on individual circumstances. It is also recognised that services which provide community care have changed significantly over the past decade, with an increasing number of residents now receiving intensive support in their own home.
- 4.48 It is important therefore that the local residents of Southend have access to housing that meets their specific needs. This may include specialist residential accommodation, comprising extra care and supported accommodation, as well as residential facilities for mental health, learning disabilities, dementia, physical and sensory impairment, and drugs and alcohol dependency. For the purposes of Policy DM9, ‘Specialist Accommodation’ does not include sheltered housing, which is assessed under general housing policies (see policies DM7 and DM8).
- 4.49 It is recognised that there is also a need to limit further growth of the residential care homes market in Southend, owing to modifications in the approach to national and local social care policy. Increasingly, social care policy now seeks to enhance the level of support available for older people, the vulnerable and those with disabilities, allowing them to remain in their own homes or live as independently as possible, rather than in residential care homes. It is the Council’s corporate policy to limit the further growth of residential care and instead to focus on promoting improvements to the existing facilities, as well as to support increased care within people’s homes.
- 4.50 The Council’s *Older Peoples’ Accommodation Strategy (2008-2011)* and *Older Peoples’ Strategy (2007-2010)* both support a continued reduction in the rate of admission of older people to residential care, whilst the *Southend Health and Wellbeing Strategy (2013-2015)* seeks to support independent living. These strategies seek to promote development of lifetime homes, which are flexible to peoples changing needs, and are located within neighbourhoods where older and vulnerable residents have access to transport services, public services, civic space and amenities. In summary, the promotion of independent living is therefore the policy focus of the Council rather than further expansion of residential care.
- 4.51 The Council will actively seek to discourage an overprovision of residential care homes that exceed identified local demand and encourages the often unsustainable inward migration of older populations into Southend from outside the Borough and the South Essex strategic housing market area. It has been identified that new residents tend to lack the family and social networks, which are local to Southend that support social interaction and quality of life, and as a result of this impose additional strains and costs on the local health and social care economy. Where there are existing facilities, the Council will continue to consult local people and work with local providers of care to develop a balanced market that is driven by quality and the principle of independent living.

- 4.52 All applications for new specialist housing or extensions to existing facilities should have regard to Policy DM9 in conjunction with the Council’s specific housing strategies⁴. Development Proposals that include the refurbishment or re-provision of existing residential care facilities will be supported where they do not increase net capacity. If a proposed specialist residential scheme results in a net increase in the overall number of units then a pre-application consultation with the Council’s Director for People will be essential. The proposed scheme will not be considered acceptable unless there is agreement from the local Health and Wellbeing Board, and the Council’s Department for People, that adequate health care provision is available.
- 4.53 A condition relating to a maximum number of residents that can be accommodated in the home will normally form part of any planning permission. The maximum number of residents will normally be calculated in relation to factors such as the level of need, site capacity, number of parking spaces and the amount of amenity space around the buildings.

Policy DM9 – Specialist Residential Accommodation

1. Development proposals for specialist residential accommodation, including new build and extensions, will be considered acceptable where each of the following criteria are addressed and it is demonstrated to the satisfaction of the Council that:
 - i. there is a clearly identified need in Southend; and
 - ii. there is no existing capacity for such facilities within Southend; and
 - iii. it will not lead to an over concentration of similar uses that would be detrimental to the character of a residential area, residential amenity or will impact on the capacity of public services e.g. health and social care; and
 - iv. it would not result in the loss of an existing use that makes an important contribution to other Council objectives, strategies and policies; and
 - v. it is accessible to public transport, shops, services, community facilities, public open space and social networks appropriate to the needs of the intended occupiers.

Core Strategy Linkage:

| Objectives | Policies |
|------------------------|--------------------------------------|
| Strategic Objective 7 | Policy CP6: Community Infrastructure |
| Strategic Objective 14 | Policy CP8: Dwelling Provision |

⁴ Including the Southend-on-Sea Housing Strategy 2011-21
 Southend-on-Sea Borough Council Local Planning Framework
 Development Management Document
 July 2015



section five

Section 5: Economic Development

- 5.1 As part of Thames Gateway South Essex and as a key regional centre, the regeneration and growth of Southend will be focussed on the following key drivers:
- The renaissance of the town centre;
 - The development of the airport and associated business park;
 - The development of Southend's role as a cultural and intellectual hub and educational centre of excellence; and
 - The development of the leisure and visitor economy.

Policy DM10 – Employment Sectors

- 5.2 Sustainable economic prosperity will depend on building on existing strengths, seizing new opportunities and helping businesses to grow locally. As such the Borough Council considers it important to promote economic diversity within the local and sub-regional economy and ensure that there is sufficient flexibility to enable emerging growth sectors to prosper. The *Southend-on-Sea Local Economic Assessment 2010* and its refresh in 2013 (*LEA 2013*) and the *Southend-on-Sea Employment Land Review 2010 (ELR 2010)* identify a number of key sectoral groups that are important to the Borough's economy and future economic growth. The Council will seek to promote these sectors and ensure that their locational requirements are supported in a sustainable manner.

Aviation Industries

- 5.3 The aviation industry is set to grow rapidly following the redevelopment of London Southend Airport. Recent developments have included a new air traffic control tower (July 2011), a new Airport railway station (September 2011); a runway extension and new passenger terminal (March 2012); a new executive handling lounge (July 2012); and a Holiday Inn hotel development (October 2012). This growth is expected to support a number of complementary sectors including high-tech manufacturing and engineering. The Maintenance, Repair and Overhaul (MRO) activities related to the airport are a critical element to the Southend economy.

Health and Medical Industries

- 5.4 Health and medical industries are an important element to Southend's economy. Southend University Hospital is the Borough's largest employer, whilst Olympus KeyMed, which manufactures medical equipment, is also a significant employer. A number of smaller companies dealing in medical instruments have emerged in the surrounding area, either directly or indirectly linked to Olympus KeyMed. Both the *LEA 2013* and the *ELR 2010* have forecast these industries to grow, which will provide an opportunity for a cluster of health and medical industries that are well related to Olympus KeyMed, the Hospital and University.

Business and Financial Services

- 5.5 The business and financial services sector is well represented in Southend and currently accounts for 23% of the Borough's workforce (*ELR 2010*). Both the *LEA 2013* and the *ELR 2010* indicate that whilst there is limited scope for large scale 'back-office' relocations of the scale once seen in Southend, there may be scope for medium sized operations. These documents also indicate that this sector has important indirect influence over other sectors in the Borough such as restaurants, bars and shops and will continue to be a key economic driver within the economy.

Culture and Intellectual Hub

- 5.6 The Department for Culture, Media and Sport defines the creative industries sector as those industries which have their origin in individual creativity, skill and talent which have the potential for wealth and job creation through the generation and exploitation of intellectual property. Significant investment has already taken place in the form of the new University of Essex campus in the town centre and further development works are scheduled. The creative and educational sectors represent a good opportunity for Southend to expand its economic diversity. The *LEA 2013* identifies Southend Central, Westcliff and Leigh-on-Sea as the main cultural centres within the South Essex sub-region and the best locations in which to develop this industry.

Tourism and associated Leisure Activities

- 5.7 The tourism sector accounts for 12.3% of the Borough's economy (*LEA 2013*) and has a wider positive impact upon retailing, catering, entertainment and transport industries. A number of tourism and cultural developments are being progressed, which could stimulate economic growth in the Borough. In addition there is potential to launch Southend as a conference destination. As per education and cultural employment growth, the growth in tourism and associated leisure activities will enhance the reputation of Southend as a vibrant cosmopolitan urban centre.

Manufacturing, Construction and Warehousing

- 5.8 Although long term employment trends, as reported in the *LEA 2013*, outline a decline in the number of manufacturing and wholesale jobs in Southend, those associated with construction remained broadly neutral, these employment sectors continue to be an important part of the local economy.

Civic and Government Administration

- 5.9 The *LEA 2013* reports that approximately a third of all jobs in Southend are in the public sector. An important public sector hub is centred along Victoria Avenue and contains the Borough Council offices and HM Revenue and Customs.

Policy DM10 – Employment Sectors

1. Development that contributes to the promotion of sustainable economic growth by increasing the capacity and quality of employment land, floorspace, and jobs will be encouraged.
2. The Southend Central Area, as defined in the Southend Central Area Action Plan, will form the primary location for major economic growth particularly for Class B1 office uses.
3. Development proposals within the employment sectors identified within Policy Table 7 will principally be directed to the Priority Location Areas.

Policy Table 7 - Employment Sectors

| Employment Sectors | Key Activities and features | Priority Location Areas |
|---|---|--|
| Aviation Industries | Maintenance, Repair and Overhaul (MRO) | London Southend Airport; Existing Employment Areas as identified in Policy Table 8. |
| Health and medical industries | Medical instruments; research and development; training and enterprise; | Existing health facilities; Existing Employment Areas as identified in Policy Table 8. |
| Business and financial services | Small and medium enterprises; managed accommodation; incubator/seedbed centres. | Southend Central Area; Employment Growth Areas as identified in Policy Table 8; London Southend Airport. |
| Cultural and intellectual hub and Higher Education centre of excellence | Individual creativity; arts; digital media; design, music etc; combination units comprising e.g. office and workshop; and Flexible space. | Southend Central Area; Leigh-on-Sea and Westcliff District Centres; Existing facilities. |
| Tourism and associated Leisure Activities | Hotels; restaurants; catering; Visitor Conference; other tourism related activities. | London Southend Airport (in relation to hotel provision, see DM12); Southend Central Area; the Seafront. |
| Manufacturing, Construction and Warehousing | Low density industrial; flexible; small and medium sized units; storage yards. | Existing Employment Areas as identified in Policy Table 8. |
| Civic and Government administration | Borough Council and HMRC | Southend Central Area. |

Core Strategy Linkage:

| | |
|-----------------------|---|
| Objectives | Policies |
| Strategic Objective 1 | Policy KP1: Spatial Strategy |
| Strategic Objective 2 | Policy CP1: Employment Generating Development |
| Strategic Objective 3 | |
| Strategic Objective 4 | |
| Strategic Objective 5 | |

Please refer to the Policies Map where applicable for land use designations related to Policy DM10.

Policy DM11 – Employment Areas

- 5.10 Due to the urbanised nature of Southend and its tightly defined administrative boundary, developable land is a scarce resource which needs to be effectively utilised to deliver the growth vision for the Borough and sub-region. A key consideration for economic development is that employment land has relatively lower land values compared to other land uses such as residential. As a consequence, it is necessary for land in employment use or desirable locations for employment development in market and sustainable terms, to be safeguarded or allocated to facilitate present and future economic growth, otherwise it is likely that this land will be developed for alternative uses.
- 5.11 Improving the quality of the existing stock of employment areas is essential if Southend is to meet key objectives of the *Core Strategy* and continue to further develop as an attractive location for a diverse range of successful businesses. This is necessary to stimulate regeneration and investment and raise the profile of Southend. Industrial estates and employment areas are identified in the *Core Strategy* as ‘Priority Urban Areas’, which form a network of areas where new development and investment will be focused with the aim of contributing to the creation of 2,750 of the 13,000 jobs to be delivered in Southend by 2021.
- 5.12 The retention and provision of employment sites is particularly necessary to enable balanced job and housing growth in line with the *Core Strategy*. Furthermore, the ‘Employment Areas’ contain a range of sites and premises that meet the needs of the business community as identified within the Southend-on-Sea Employment Land Review 2010. However, the National Planning Policy Framework advises local authorities to take a pragmatic approach to the protection of employment sites where there are high vacancy rates and where there is no long term or reasonable prospect of a site being used for the designated employment use. To create a strong, responsive and competitive economy, whilst supporting sustainable economic growth in line with the *Core Strategy*, policies need to be flexible whilst ensuring that the needs of the community are met. To this end, the Borough Council will seek to retain Class B uses at employment sites, whilst at the same time acknowledge that it may not always be appropriate to retain units which are persistently vacant and where there is no prospect of them coming into Class B use in the long term. In these circumstances the Borough Council recognises that other non-Class B uses may be appropriate where they are deliverable, and do not significantly undermine overall future employment supply based on identified need.
- 5.13 In May 2013 the Government introduced new permitted development rights⁵ allowing the change of use of offices to residential, subject to certain limitations and conditions. Policy DM11 will apply where permitted development rights cannot be exercised.
- 5.14 The Southend-on-Sea Employment Land Review (2010) provides an assessment of employment areas in the Borough. It recommends that some existing employment areas

⁵ Town & Country Planning (General Permitted Development) (Amendment) (England) Order 2013
[Southend-on-Sea Borough Council Local Planning Framework](#)
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have the potential to provide for increased/ modern employment floorspace – these are termed ‘Employment Growth Areas’ in this policy. Similarly, the Employment Land Review also recommends sites that should be retained and protected for employment uses – these sites are termed ‘Industrial Estates and Business Estates’ in this policy, however, both terms fall under the umbrella of Employment Areas and are defined on the Policies Map. The Survey of Key Employment areas (Sept 2013) outlined that these Employment Areas are performing well with the majority having high occupancy levels.

- 5.15 The Council will monitor and manage the function of the Employment Areas so that these areas can continue to positively contribute to strategic and local economic objectives.
- 5.16 Site specific allocations for the provision of new employment land will be progressed through other appropriate development plan documents. These will consider, *inter alia*, the allocation of impending and upcoming sites within broad spatial locations, such as those within Priority Urban Areas as defined by the *Core Strategy*; including potential allocations at Fossetts Farm and Shoebury Garrison.
- 5.17 The *Core Strategy*, in setting out broad locations for employment growth, identifies *inter alia* Shoebury Garrison (Phase 1 & 2) and Fossetts Farm as Priority Urban Areas, where appropriate regeneration and growth will be focused. As previously stated, potential land allocations for these impending and upcoming locations, will be further addressed in future development plan documents as appropriate.

Small and Medium Enterprises

- 5.18 Small and Medium Enterprises (SMEs) make an important contribution to the Southend economy. Approximately 4,245 businesses in the Borough employ between 1 and 10 employees. This comprises 80.2% of all the VAT and PAYE registered companies (Source: Interdepartmental Business Register (IDBR) 2011). SMEs account for 11,880 employees, which is equivalent to 13% of all economically active people in the Borough. SMEs are diverse and have varying accommodation requirements.
- 5.19 The *Southend-on-Sea Employment Land Review 2010* highlights a need within Southend for more managed accommodation for new companies, particularly grow-on space from incubator units. It's important the future provision provides a choice in terms of location and premise size for business services. If Southend is to facilitate growth, incubator, grow-on and medium sized premises are required in a variety of locations.

Employment Growth Areas

- 5.20 The Southend Central Area, as defined in the Southend Central Area Action Plan, will form the primary location for major economic growth particularly for Class B1 office use. The Southend Central Area Action Plan contains a number of Proposal Site Policies that provide detailed information on where this investment should be prioritised. Nevertheless, the *Southend-on-Sea Employment Land Review 2010* also identified several existing

employment sites across the borough that have the potential to provide suitable locations for increased modern/ future employment provision and will be managed by appropriate means. These sites are outlined below.

- 5.21 Progress Road and Prittle Brook Industrial Estate offer significant regeneration opportunities over the long term. Progress Road, has several vacant units, many of which are in a poor state of repair. It is clear that redevelopment of old units for modern employment uses is required over the long term. The Progress Road Estate Framework: Design Brief (2009) outlines which use classes are appropriate within the estate and the Borough Council is working in partnership to redevelop this area on a plot-by-plot basis in line with the adopted Brief.
- 5.22 Prittle Brook Industrial Estate is available for comprehensive redevelopment with the site being completely cleared of all premises. The Southend-on-Sea Employment Land Review 2010 recommends protecting this large employment development opportunity and primarily redeveloping the site for future employment purposes as part of a mixed use scheme. Such a scheme should be taken forward through a planning brief.
- 5.23 Terminal Close, in Shoeburyness, is currently in poor condition. This site provides opportunity for mixed use development, to provide modern, good quality employment provision. It is considered that the site should be primarily retained for employment uses providing a minimum of 4,000m² of hybrid office/workshop units to support business service and potential creative industries and start-up businesses.
- 5.24 The existing employment floorspace at Shoebury Garrison (Phase 1 development) has several new good quality units and should be safeguarded. As outlined above, Shoebury Garrison Phase 2 is a potential forthcoming employment site, identified for future employment growth as part of a mixed use development. Any future site allocation for Shoebury Garrison Phase 2 land will be addressed through other appropriate development plan documents. Phase 1 and 2 were first identified in the Shoebury Garrison Development Brief (1999) as containing approximately 0.9 and 11.3 ha of land for employment and other mixed-use purposes respectively.
- 5.25 Grainger Road and Short Street are located outside the town centre but within the wider Southend Central Area. Grainger Road consists of older industrial units with some vacant units, whilst Short Street comprises a mixture of employment units. The *Southend-on-Sea Employment Land Review 2010* recommends protecting Grainger Road for employment uses with potential to redevelop as an employment-led mixed-use scheme to provide a better relationship with surrounding residential uses. It is also recommended that Short Street is protected and retained for employment uses.

Industrial Estates and Business Estates

- 5.26 There is a need to manage existing employment land and buildings within Southend. Upgrading employment land will provide an opportunity to improve the stock of employment

premises in the Borough. Indeed improving the quality of the existing stock of the industrial and business estates is essential if Southend is to be an attractive location for a diverse range of successful businesses and employers.

- 5.27 The *Southend-on-Sea Employment Land Review 2010* sets out the existing employment sites that are considered to have continued value and therefore should continue to be protected from loss in the first instance.

Marketing and Market Demand evidence

- 5.28 In instances where marketing and/ or market demand evidence is required in accordance with Policy DM11, planning applications must demonstrate clear and robust evidence that there is no demand for use of the building, unit, floorspace and/or site for employment purposes. Evidence that the floorspace has been vacant and actively marketed for employment purposes during a period of at least two years will be required to demonstrate this. In exceptional cases, where market demand may be affected by site-specific circumstances and the floorspace has been vacant for less than two years, a market demand analysis may be considered suitable as evidence of lack of demand. This must be submitted alongside or, where justified, in place of marketing and vacancy evidence. The applicant may be required to fund an independent assessment of the market demand analysis, which will be commissioned by the Council. Appendix 4 sets out the information to be provided in relation to marketing of vacant floorspace (Part A) and for market demand analysis (Part B).
- 5.29 Outside the Employment Areas an appraisal will be required in order to satisfy the loss of employment floorspace and/ or employment land in instances where planning permission is required. Appendix 4 Part C sets out the information to be provided.

Policy DM11 –Employment Areas

1. Major redevelopment proposals within the Employment Areas (Policy Table 8) should seek to make provision for a range of flexible unit sizes including accommodation that supports small and medium sized enterprises, where this is feasible, to ensure the needs of businesses are met in accordance with market signals. This should take account of the location and type of business proposed to ensure land is used efficiently. Where appropriate, incubator / seedbed centres and/or affordable workspaces will be sought.
2. The Borough Council will support the retention, enhancement and development of Class B uses within the Employment Areas shown on the Policies Map and described in Policy Table 8. Proposals that fall outside of a Class B employment use will only be granted permission where:
 - A. the development proposal is a 'sui generis' use of a similar employment nature, which is compatible with and will not compromise the operating conditions of the Employment Area; or
 - B. the development proposal is in conformity with a planning brief, or similar planning policy document, that has been adopted by the Borough Council for the concerned site, which sets out other appropriate uses; or
 - C. it can be demonstrated to the Council's satisfaction that:
 - i. there is no long term or reasonable prospect of the site concerned being used for Class B purposes.*; and
 - ii. the use is compatible with and will not compromise the operating conditions for other employment uses or the potential future use of neighbouring sites for employment uses; and
 - iii. the alternative use cannot be reasonably located elsewhere within the area it serves**; and
 - iv. the use will not give rise to unacceptable traffic generation, noise, odour or vehicle parking; or
 - D. it can be shown that the development will be a complementary and supporting use, which is both subservient and ancillary to the principal employment uses and serves the day-time needs of the estate's working population and will not result in a material change to the Class B character and function of the area.

** This should include a minimum 2 year active marketing exercise where the vacant site / floorspace has been offered for sale or letting on the open market at a realistic price and that no reasonable offers have been refused. In exceptional cases related to site-specific circumstances, where the vacancy period has been less than two years, a robust market demand analysis which supplements any marketing and vacancy evidence may be considered acceptable. Appendix 4 sets out the information to be provided in relation to marketing and market demand.*

*** The Borough Council will make a judgement about the extent of the area based upon the site concerned and the proposed use.*

3. The *Employment Growth Areas* identified within column 1 of Policy Table 8 will be promoted as locations for increased modern employment floorspace.

A managed approach will be sought at the *Employment Growth Areas* through other planning policy documents, including planning briefs, that will set out the quantum of development and

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| appropriate uses. |
| 4. Proposals for employment generating uses outside the Employment Areas (Policy Table 8) will be allowed where they do not impact upon the amenity of the surrounding uses and do not conflict with other development plan policies. |
| 5. Outside the Employment Areas (Policy Table 8), proposals for alternative uses on sites used (or last used) for employment purposes, including sites for sui-generis uses of an employment nature, will only be permitted where it can be demonstrated that: <ul style="list-style-type: none"> (i) it will no longer be effective or viable to accommodate the continued use of the site for employment purposes***; or (ii) Use of the site for B2 or B8 purposes gives rise to unacceptable environmental problems. <p>It will need to be demonstrated that an alternative use or mix of uses will give greater potential benefits to the community and environment than continued employment use.</p> <p>*** Appendix 4 Part C sets out the information to be provided as part of this appraisal.</p> |

Policy Table 8: Existing Employment Areas

| Employment Areas | |
|--|--|
| 1. Employment Growth Areas | 2. Industrial / Business Estates |
| Shoebury Garrison (Phase 1) Progress Road Prittle Brook Industrial Estate Terminal Close Grainger Road Short Street | Thanet Grange Comet Way Airborne Close Airborne Industrial Estate Laurence Industrial Estate Aviation Way Temple Farm Stock Road Rosshill Industrial Park Priory Works Prince Close Vanguard Way Towerfield Road Campfield Road Tickfield Avenue |

| | |
|-------------------------------|---|
| Core Strategy Linkage: | |
| Objectives | Policies |
| Strategic Objective 1 | Policy KP1: Spatial Strategy |
| Strategic Objective 2 | Policy CP1: Employment Generating Development |
| Strategic Objective 3 | |
| Strategic Objective 4 | |
| Strategic Objective 5 | |

Please refer to the Policies Map where applicable for land use designations related to **Policy DM11**.

Policy DM12 – Visitor Accommodation

- 5.30 Tourism and cultural industries within Southend are important for sustained economic growth in the Borough. Visitor accommodation is an important part of the tourism sector, which is emphasised in the Southend-on-Sea Local Economic Assessment 2013. This document notes that whilst only 5% of visitors to Southend stay overnight, 28% of tourism jobs in Southend are sustained by overnight stays. There are opportunities in Southend to develop this sector by promoting the following market segments:
- Higher income group day visitors – drawn by developing cultural attractions;
 - Short break activity weekends – based on watersports, kitesurfing, golf, riding, indoor tennis, arts festivals;
 - Business conference tourism – following the establishment of recent quality hotel conferencing facilities with potential for this sector to grow;
 - Foreign language students – using out of term student accommodation; and
 - London staying visits – utilising the regular, accessible and direct rail links from Southend to London.
- 5.31 The *Southend-on-Sea Hotel Futures Report 2010* made an assessment of potential hotel market demand and indicated potential for future growth in this sector over the next 20-years. It is necessary therefore that the Borough Council manages this growth in a sustainable manner that positively contributes to the Borough’s regeneration and economic objectives.

Hotel Locations

- 5.32 The *Southend-on-Sea Hotel Futures Report 2010* considered existing and planned (new and refurbished) hotel capacity as at 2010, against prospects for growth in provision. The identified hotel capacity for Southend included the recently completed hotel development at London Southend Airport and a former permission as part of the development of a new stadium for Southend United at Fossetts Farm, and the hotel at Garon Park promoted in the adopted Garon Park Development Brief in response to Core Strategy Policy CP6 3.a.
- 5.33 The study went on to identify potential for hotel development over the next 10 to 20 years as the town’s economy and leisure tourism offer develops, and stated that there are many sites in Southend that can accommodate future hotel sites, although there is a need to prioritise locations and sites to ensure that hotels are directed to where they can deliver the greatest benefit. In accordance with the study, hotel development will therefore be prioritised within the ‘Key Areas’: Southend Central Area, at London Southend Airport and close to the Seafront.
- 5.34 In this context, the Seafront will not be considered as a defined area but as relating to an area that clearly has a strong relationship with the Seafront. This relationship will be considered on a site-by-site basis and will take account of an area’s function and connectivity with the Seafront and specifically whether there are clear, convenient and direct walking routes to the Seafront. New hotels in the town centre and Central Area and close to

the Seafront will contribute to developing the visitor and evening economy of these locations. The expansion of the airport and associated business parks will help support hotel development that is directly associated with the airport's operations.

- 5.35 In line with Policy KP2 of the adopted Core Strategy development proposals should seek to minimise the use of 'greenfield' land and make the best use of previously developed land, wherever possible. To ensure new hotel development is located in sustainable and accessible locations the Council will expect proposals to relate well with the Borough's strategic routes and distributor roads.
- 5.36 Outside of these areas, further hotel development will be discouraged in order to facilitate new hotels in the town centre and Central Area, close to the Seafront and at the airport. Hotels outside of these locations would compete for a share of the wider Southend market and would undermine potential growth in the key locations and detrimentally impact upon sustainable tourism and economic growth in the Borough.

Viability Assessment

- 5.37 The loss of visitor accommodation could have an adverse impact on the resort character and economy within Southend. The Council will protect sites used, or last used, for visitor accommodation within the 'Key Areas' of Southend unless non-viability can be demonstrated. With regard to meeting Policy DM12.2(i), applications for change of use will need to be accompanied by:
- Proof of marketing for sale - for a continuous period of at least 2 years at a competitive price taking account of current trading performance and condition (Appendix 4, Part A, sets out the information to be provided in relation to marketing);
 - Evidence of business performance – including, details of occupancy and achieved occupancy rate data for the last 2 years along with accounts to explain how the business is performing in line with levels of occupancy typical of industry/ destination norms; and
 - Evidence of professional management – this includes details of marketing and business plans for the last 2 years to demonstrate investment plans and attempts made to attract business.
- 5.38 The Council will encourage an open book approach and may seek independent advice, funded by the applicant, to test the veracity of any viability assessment. This verification will assess the accuracy and robustness of the matters listed above.
- 5.39 It is recognised that for smaller 'lifestyle' businesses, commercial viability is more difficult to test. In such cases proof of marketing for sale with specialist and local agents at a realistic price may be sufficient on its own. The Council will be flexible in its approach and have regard to all material considerations at the time of the application. In all instances the level of information required should be agreed with the Council prior to submitting a planning application

Policy DM12 – Visitor Accommodation

1. New visitor accommodation will be focused within the Southend Central Area, London Southend Airport area and at locations with good access and a clear and strong relationship with the Seafront (the 'Key Areas'). Proposals must relate well to strategic routes and the distributor road network, have good public transport accessibility, and meet the requirements of other relevant planning policies.

2. Within the Key Areas in (1) visitor accommodation will be retained. Proposals for alternative uses on sites used (or last used) for visitor accommodation will be considered where it can be demonstrated that:

- (i) the site is no longer viable or feasible for visitor accommodation*; and
- (ii) the proposal meets all other relevant planning policies.

Where an alternative use is considered acceptable by the Council, applications that would contribute positively to the leisure, recreation and tourism offer in the Borough will be considered favourably.

**Supporting text paragraph 5.37 and Appendix 4 Part A sets out the information to be provided*

3. Proposals for alternative uses on sites used (or last used) for visitor accommodation outside the Key Areas in (1) will generally be permitted provided that the proposal meets other relevant planning policies

Core Strategy Linkage:

| | |
|------------------------|---|
| Objectives | Policies |
| Strategic Objective 1 | Policy KP1: Spatial Strategy |
| Strategic Objective 2 | Policy KP2: Development Principles |
| | Policy CP1: Employment Generating Development |
| Strategic Objective 14 | |

Please refer to the Policies Map where applicable for land use designations related to **Policy DM12**.

Policy DM13 – Shopping Frontage Management outside the Town Centre

A Commentary on the Core Strategy Retail Centre Hierarchy and Appropriate Uses

- 5.40 Policy CP2 of the *Southend Core Strategy DPD* sets out the retail hierarchy and network of centres within the Borough. Southend Town Centre's role is a regional centre and will remain the first preference for all forms of retail development and for other town centre uses attracting large numbers of people. Development within the Town Centre should be in accordance with the spatial strategy set out in Policy KP1 of the *Core Strategy DPD*.
- 5.41 The centres of Westcliff (Hamlet Court Road) and Leigh will support Southend Town Centre as District Centres providing a range of local comparison shopping, convenience shopping and services to the neighbouring communities. Existing centres elsewhere will be supported as local centres and will meet the day to day convenience needs of their local communities. Town centre and retail development should be located within these centres, should contribute to their vitality and viability, and must be appropriate to the function, size and character of the centre concerned, in accordance with the above hierarchy and priorities.
- 5.42 The Retail Study (2011) concluded that the retail hierarchy and classification of centres as set out by the Core Strategy is appropriate. The Council will consider a range of uses at ground floor level and above in each centre as outlined by Appendix 5. Other uses not set out in Appendix 5 may be acceptable but will need to be considered on a case by case basis. Nevertheless, the merits of a development proposal would need to be considered against all relevant planning policies; particular regard should be made to Policy DM13, set out below, and the policy approach to the management of the Town Centre's primary and secondary shopping frontages.

Primary and Secondary Shopping Frontages within District and Local Centres

- 5.43 Primary frontages in the District and Local Centres of Southend, as defined on the Policies Map, perform a vital retail function for the areas that they serve and contribute to maintaining sustainable communities. These primary frontages predominantly comprise of retail uses (A1 Use Class) and are characterised by a low level of vacant units.⁶
- 5.44 It is important that the retail character and function of the primary frontages is not eroded as they are important for local economic vitality. Primary frontages can be appropriate locations for a range of retail and non-retail uses including banking, insurance, food and drink. These uses can complement the retail function of the primary frontage adding to their attraction, and encouraging multi-purpose journeys. 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 shop window displays. This can detract from the attractiveness of the street to

⁶ As reported in the 'Technical Report - The Management of Designated Shopping Frontages in Southend-on-Sea' (Oct 2013)

shoppers or isolate particular shops or areas from the main pedestrian flows through an over-concentration and clustering of non-A1 retail uses. It is therefore necessary to manage the shopping function of centres to ensure their vitality and viability is not significantly harmed.

- 5.45 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 control the proportion of retail and non-retail uses to ensure the District and Local Centres remain attractive places to shop.
- 5.46 It should be noted however that the Council is unable to determine exactly what the final use of the shop may be. For example, permission may be granted for an 'A1' use retail shop, but no distinction can be made as to whether this shop is, for instance, a clothes shop, hairdressers, or a travel agency.
- 5.47 The Policies Map defines discrete areas of Primary Shopping Frontage within District and Local Centres. In relation to Policy DM13 point 2(i) and establishing the current proportion of non-retail uses within each centre, Appendix 7 outlines the extent of frontage to be measured when assessing a development proposal.
- 5.48 Secondary frontages often contain mainly retail uses but can also offer a greater diversity of other business uses that provide important services for the areas that they serve. It is therefore important that the character and function of these secondary frontages, in terms of providing an active frontage, are maintained and enhanced as they provide a vital service, meeting the day-to-day needs of local communities. Appendix 8 outlines the extent of secondary shopping frontages within the Borough.
- 5.49 The Council will monitor the role and function of the primary and secondary frontages through regular surveys to ascertain the range of goods and services available to shoppers and visitors, and to identify any significant and long term trends.
- 5.50 The approach to managing shopping frontages in the Town Centre is set out in the Southend Central Area Action Plan, which refers to Town Centre Primary Shopping Frontages and Town Centre Secondary Shopping Frontages. Policy DM13, outlined below, does not apply to these frontages in the Town Centre.

Temporary Uses and Permitted Development Rights

- 5.51 Under recently introduced permitted development rights⁷, buildings in specific Use Classes (A1, A2, A3, A4, A5, B1, D1 and D2) will be able to change to one of a limited number of alternative Use Classes (A1, A2, A3 and B1) for a single continuous period of up to two years without requiring planning permission. Such permitted development is subject to

⁷ Class D of 'The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013'
[Southend-on-Sea Borough Council Local Planning Framework](#)

certain conditions and is temporary in nature. However, there will remain instances where the change of use of a building does not constitute permitted development and would require the granting of planning permission.

- 5.52 For the purposes of calculating the proportion of retail in any given frontage (in respect to policy DM13 point 2i), 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 (in accordance with Class D2 (d) of the GPDO amendment). For example, a retail shop (A1) which has temporarily changed its use to a bank (A2) under the new permitted development rights would still be considered as an A1 unit for the purposes of determining the overall percentage of retailing (A1).
- 5.53 In respect to Policy DM13.2(i) vacant units could include units occupied for 'meanwhile uses' or temporary uses, permitted through a temporary planning permission or under permitted development rights.
- 5.54 Further permitted development rights were introduced in 2014⁸. Policy DM13 will apply as part of the prior approval process in relation to Class IA. In particular, in respect to matters in Class IA.2 (1)(b)(iv)(aa) the following will apply within Primary Shopping Frontages:
- The 60% retail threshold referred to in Policy DM13 will equate to an "adequate provision of services";
 - The marketing criteria in Appendix 4 will apply in determining whether "there is a reasonable prospect of the building being used to provide such services".
- 5.55 In respect to Class IA.2 (1)(b)(iv)(bb) the following applies:
- A "key shopping area" is the same as the Primary Shopping Frontages and Secondary Shopping Frontages as defined on the Policies Map.

⁸ The Town and Country Planning (General Permitted Development) (Amendment and Consequential Provisions) (England) Order 2014

Policy DM13 – Shopping Frontage Management outside the Town Centre

1. Primary and secondary shopping frontages within Southend will be managed to reinforce their attractiveness, vitality and viability within the daytime and night-time economies. The character and function of both types of frontage will be protected and enhanced.
 2. The Policies Map defines discrete areas of Primary Shopping Frontage within District and Local Centres. Within each of the identified primary shopping frontage areas, proposals for Class A1 retail use will be supported and its loss will be resisted. The change of use of ground floor Class A1 units to other uses of the Use Classes Order 1987 (as amended) or 'sui generis' uses of a retail nature will only be considered if:
 - i. The proposed use will not result in the proportion of frontage (measured in terms of length of frontage) remaining in retail use (class A1) falling below 60% within each centre as a whole. Where retail use (class A1) already falls below 60% of the primary shopping frontage length, no further loss of Class A1 will be allowed unless 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*; and
 - ii. It can be demonstrated that the proposed change of use would enhance the vitality and viability of the centre and would not lead to the isolation of A1 retail uses; and
 - iii. 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.
- * Appendix 4 sets out the information to be provided in relation to marketing of vacant floorspace.*
3. All developments in the secondary shopping frontage, as defined on the Policies Map, must maintain or provide an active frontage 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.
 4. All new shop frontages will be of a high standard of design that is compatible with the architectural style 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:
 - (i) 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;
 - (ii) Blank frontages will be resisted on principal elevations and opportunities for exposing upper floor windows maximised.
 5. 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.

Core Strategy Linkage:

Objectives

Strategic Objective 1

Strategic Objective 8

Policies

Policy KP1: Spatial Strategy

Policy CP1: Employment Generating Development

Policy CP2: Town Centre and Retail Development

Please refer to the Policies Map where applicable for land use designations related to **Policy DM13**.



section six

Section 6: Environmental Management

Policy DM14 – Environmental Protection

- 6.1 The Council will ensure that no development gives rise to or triggers unacceptable levels of pollution and land instability that could impact on human health, property and the wider environment including environmental designations. The Council will ensure that consideration is given to adopting environmental best practice measures in all cases.
- 6.2 Presence of contamination may affect or restrict the use of land, but equally development may address the issue for the benefit of the wider community, and bring the land back into beneficial use. The presence of instability in land can also be a major planning issue, and when new development is proposed it will be necessary to ensure that new buildings and their surroundings are safe for future users as well as ensure that their development doesn't have an effect on the immediate and surrounding area including neighbouring uses.
- 6.3 In determining whether land contamination or instability is an issue when assessing a planning application, the Council will have regard to a range of information sources including its database of past industrial and commercial land uses, information provided by developers and third parties, statutory guidance, historic maps, and the Southend Contaminated Land Strategy. In the case of development, where the use would be particularly vulnerable to contamination (such as new homes with gardens and schools), evidence will always be required to establish whether there is any concern about contamination which will need to be addressed.
- 6.4 In the case of development, where the use would be particularly vulnerable to contamination (such as new homes with gardens and schools), evidence will always be required to establish whether there is any concern about contamination that will need to be addressed.

Contamination

- 6.5 In April 2000, Part IIA of the Environmental Protection Act (EPA) 1990 came into force introducing a new regime for the regulation of contaminated land in England. The main purpose of Part IIA is to provide a system for the identification of land that is posing unacceptable risks to health or the environment, and for securing remediation where unacceptable risks cannot be controlled by other means. The regulatory regime encourages the investigation, and where necessary, the remediation of sites of concern through the planning process with subsequent regulations providing a framework for dealing with sites that cannot be addressed through the above approach.
- 6.6 The urban nature of Southend results in the majority of development in the Borough being built on previously developed land, some of which may formerly have been employment land of an industrial or commercial nature, and may therefore potentially be affected by contamination and require further investigation.

- 6.7 The term 'Contaminated land' describes land polluted by, for example: heavy metals like arsenic, cadmium and lead; oils, tars and their derivatives; chemical substances and preparations such as solvents; gases, particularly methane and carbon dioxide; asbestos; and radioactive material; all of which may harm fauna, flora, water resources and construction components.
- 6.8 Redeveloping such land provides an opportunity to remediate the site of any contamination so that any threat to health, the environment and the structure itself is negated.
- 6.9 Proposals to redevelop sites that are potentially contaminated, or could be affected by nearby sites, will require the developer to carry out an investigation to establish the existence, nature and extent of any contaminating substances.
- 6.10 The assessment and remediation of contaminated land is complex, with each site being judged specifically to render it fit for end use. When carrying out an assessment, interested parties should take into account guidance set out in '*Land affected by Contamination – Technical Guidance for Applicants and Developers, Second Edition*' (December 2007), or replacement editions, produced by the Essex Contaminated Land Consortium. This document provides a guide for developers on how to deal with land contamination and what information should accompany a planning application for the development of affected sites. It should also be read in conjunction with DEFRA & the Environment Agency's *Model Procedures for the Management of Land Contamination (CLR11)* and the NPPF.
- 6.11 It is essential that a Contaminated Land Assessment is carried out by a competent person and in accordance with *BS10175 (2011) Code of Practice for the Investigation of Potentially Contaminated Sites*. Where there is evidence of contamination, remedial measures will need to be specified to ensure the development will not pose a risk to human health, and where appropriate, improve the wider environment.

Land Instability

- 6.12 The Borough Council will ensure that no development is at risk from land instability. Where new development occurs, the Council will also ensure that it does not increase risk to the site, or indeed risk to the immediate and wider area.
- 6.13 The Thames Estuary frontage of the Borough is backed by cliffs from the western boundary to Marine Parade in Leigh on Sea to Shoeburyness in the east of the Borough. The cliffs are often steeper than the natural stable gradient for the material(s) of which they are composed. As such there has been an on-going history of movement of the cliffs ranging from small scale slumping to major rotational and transitional movements, such as that witnessed below the Southend Bandstand in 2002. The cliffs, if not maintained, over a significant period of time, would naturally degrade to a stable profile which would continue to slump and move northwards. However, allowing this to occur would have a significant and detrimental effect on the built environment of the Borough. As a result, measures need to be introduced to

prevent and / or reduce the movement, or, where possible, accommodate it. Before any future significant work is undertaken it will be essential to monitor existing movement to identify the nature and extent of the problems that the cliffs present.

- 6.14 It is important to ensure that the full implications of building on unstable land are taken into account at an early stage in the development process. The stability of the ground so far as it affects land use is a material consideration that will be taken into account when making a decision on a planning application. All appropriate mitigation measures will need to be agreed with the appropriate authorities prior to a planning application submission.
- 6.15 The Council is developing a Cliffs Management Strategy which will include location specific guidance to developers on areas which the Council consider unsuitable for development and those which require mitigation works to facilitate development. Pending issue of this strategy, potential developments should be discussed with the Council at an early stage to establish the suitability of the proposal.

Waste Water Treatment Works

- 6.16 While infrastructure associated with water supply and sewers can be provided and funded by developers, upgrades to Wastewater Treatment Works (WwTWs) can only be provided by water and wastewater utility companies (which is currently Anglian Water), and this work is dependent on their funding programme, which works in five year cycles.
- 6.17 The Essex Thames Gateway Water Cycle Study - Scoping Report (dated March 2009) identified that Southend WwTWs is currently at capacity. It also identified that increases in flow through parts of the sewerage network is likely to cause an increase in the frequency of diluted but untreated discharges from the system. These systems discharge to the Thames Tideways which are a sensitive environmental receptor and designated SAC, SPAs, RAMSAR and SSSI. The discharges are also required to meet the requirements of the Water Framework Directive, Habitats Directive, Shellfish Waters Directive and Bathing Waters Directive.
- 6.18 However, since the publication of the Scoping Report (2009), it has been confirmed, and demonstrated to the satisfaction of the Environment Agency, that current capacity at the Southend WwTWs can accommodate the Core Strategy adopted growth targets to 2021 and beyond.
- 6.19 The adopted Core Strategy (2007) already contains the necessary safeguards to ensure that relevant environmental designations are not adversely affected by development as set out in Policy KP1, KP2, KP3 and their supporting text. Nevertheless, development proposals that would result in the Core Strategy growth targets being significantly exceeded must ensure, in consultation with Anglian Water, that there is adequate capacity in foul water infrastructure to accommodate the proposed development in order to prevent the deterioration in current water quality standards and thus ensure the objectives of the Water Framework Directive are not compromised.

6.20 Southend Borough Council is working jointly with Essex County Council in producing a Replacement Waste Local Plan that includes developing a policy approach for the management of Waste Water Treatment Works.

Policy DM14 – Environmental Protection

1. Development on or near land that is known to be contaminated or which may be affected by contamination will only be permitted where:
 - (i) An appropriate Contaminated Land Assessment has been carried out as part of the application to identify any risks to human health, the natural environment or water quality; and
 - (ii) Where contamination is found which would pose an unacceptable risk to people’s health, the natural environment or water quality, the Council will impose a condition, if appropriate, to ensure the applicant undertake appropriate remedial measures to ensure that the site is suitable for the proposed use and that the development can safely proceed.
 - (iii) Remediation works will be carried out before the commencement of any new development.
2. All development proposals in the vicinity of the cliff frontages shall take full account of the risk of ground instability. Development that is at risk from land instability or that is likely to increase risk to a site or to the surrounding areas will be not acceptable. Proposals will only be considered where:
 - (i) It has been demonstrated to the satisfaction of the Council that the development of unstable or potentially unstable land will be constructed and used safely without increasing instability of the site and surrounding land; and
 - (ii) It can be demonstrated that mitigation measures to stabilise land are environmentally acceptable and will not adversely impact upon neighbouring uses or sites.

| Core Strategy Linkage: | |
|------------------------|--|
| Objectives | Policies |
| Strategic Objective 12 | Policy KP1: Spatial Strategy Policy KP2: Development Principles Policy KP3: Implementation and Resources |
| Strategic Objective 14 | Policy CP4: The Environment and Urban Renaissance |

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section seven

Section 7: Sustainable Transport Management

Policy DM15 – Sustainable Transport Management

- 7.1 Sustainable Transport in Southend plays a key role in supporting economic growth, reducing carbon emissions, promoting equality of opportunity and improving the quality of life and health. Sustainable transport management will provide a number of benefits that contribute towards sustainable development such as:
- Reducing emissions, improving local air quality and counteracting the effects of climate change;
 - Improving health through better air quality and making walking and cycling an attractive and viable alternative to the use of private motor vehicles;
 - Helping equitable access to services for all, not putting those who cannot or do not own a car at a disadvantage; and
 - Reducing congestion on the road from car travel, which can have benefits for the economy.

Transport Choices

- 7.2 The *Southend-on-Sea Local Transport Plan (LTP)* in line with national transport policy seeks to reduce the need to travel, particularly by car, and to broaden the number of travel options available. Consequently development should be located in areas which are sustainable, or areas which it can be demonstrated can be made sustainable, and accessible by non-car modes and which reduce the overall need to travel.
- 7.3 Development provides opportunities to make significant improvements to the road network for public transport, which aids the provision of suitable and sustainable alternatives to car based travel. The availability of safe, coherent, legible and easy to use footpaths and cycle routes, enhanced by and combining with green infrastructure, as well as good public transport information, high quality facilities and an environment free from street clutter, can have a significant impact on people's choice of transport. The Council's Streetscape Manual SPD provides guidance on the use of street furniture and materials and opportunities for minimising clutter and merging functions.
- 7.4 Developments should also facilitate opportunities for people to use public transport both for local journeys and to access the wider public transport network as a viable and practical alternative to private transport. Through the Evalu8 'Plugged in Places' project, the Council has seen a number of electric vehicle charging points installed in the Borough and, where practical, the incorporation of facilities for charging electric vehicles and other ultra-low emission vehicles into a development to enhance opportunities for other sustainable transport options will be encouraged.
- 7.5 Developments that will generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. This could include: information on what

opportunities for sustainable transport modes have been taken, dependent on location, to reduce the need for major transport infrastructure; how safe and suitable access to the site can be achieved for all; how improvements can be undertaken to the existing transport network that limit the significant impacts of the development cost-effectively.

Smarter Choice Measures

- 7.6 The *Southend-on-Sea LTP* seeks to tackle congestion by placing greater emphasis on travel plans and by the incorporation of other 'smarter choice' measures. 'Smarter choices' are techniques for influencing people's travel behaviour towards more sustainable alternatives such as encouraging school, workplace and individualised travel planning. They also seek to improve public transport and marketing services such as travel awareness campaigns, supporting car clubs and encouraging flexible working. Applicants will need to agree appropriate 'smarter choice' measures with the Council prior to a planning application submission. A travel plan and arrangements for its monitoring will be required for any proposal where the Council considers it necessary, based on the potential individual or cumulative impact of the proposal in the area.

Parking

- 7.7 As Policy DM3 sets out, Southend is a densely populated Borough, and the demand for travel in Southend is expected to continually increase as a result of the regeneration proposals programmed within the town and as a result of changing lifestyle choices. Managing car parking space provision can actively encourage more sustainable choices to be made in respect to the need to travel and the choice of mode.
- 7.8 The Parking Review 2013 Addendum highlights that although maximum parking standards in residential areas has restricted the amount of parking available, the ownership of cars has not reduced and consequently, in some cases, developments have contributed to a number of localised parking pressures. Therefore, the parking standards as set out by Appendix 6 no longer apply maximum standards to residential ('trip-origin') development.
- 7.9 Due to the interrelationship between Southend and its neighbouring districts both in terms of travel to work patterns and shopping and leisure trips, it is considered important that a consistent approach to vehicle parking standards is adopted across the sub region that reflects local circumstances. The EPOA Parking Standards 2009 provide the basis for the Council's approach to setting local parking standards, including cycle parking provision, for Southend, as set out in Appendix 6. Applying the EPOA Parking Standards, where appropriate, will enable the Council to provide clarity and certainty for developers and residents within the Borough. This is supplemented by Policy DM1 and the Design and Townscape Guide SPD, which provides further guidance in respect to the design and layout of parking areas and cycle parking facilities, and the consideration of context.
- 7.10 The Southend LTP seeks to promote sustainable travel options, focussing initially on journeys to the town centre, and linking reductions in on-street parking provision to the promotion of

public transport, walking and cycling. The Council considers, in accordance with guidance contained within the EPOA Parking Standards 2009, that it is appropriate to set a lower provision of vehicle parking standards in the Central Area (Appendix 6). This recognises that town centres have good public transport options and have services and facilities within walking distance making sustainable travel choices a realistic alternative for many people without compromising its vitality.

- 7.11 As such, parking standards will be applied to residential developments ('trip origins') to ensure that a sufficient level of parking is provided within new development. However, these parking standards (Appendix 6: Table A5(2)) may be applied flexibly where it can be demonstrated that residential development is proposed in a sustainable location with frequent and extensive links to public transport (such locations have easy access to education, healthcare, food shopping and employment opportunities, and have direct and easy pedestrian access to more than one means of public transport which offers frequent services, such as train stations and bus stops), particularly within the most sustainable locations of the Central Area, and where the rigid application of these standards would have a detrimental impact on local character and context.
- 7.12 Garages are often an important feature of a residential development and are multi-functional in that they are used for both car parking and general storage. As cited in Policy DM8 appropriate storage space is an important component of modern living and sustainable development. Garages therefore need to be large enough to accommodate a modern, family sized car and some storage. Garages that have an internal dimension below 7.0m x 3.0m will not be considered or counted as a parking space.

Policy DM15 – Sustainable Transport Management

1. Development will be allowed where there is, or it can be demonstrated that there will be, physical and environmental capacity to accommodate the type and amount of traffic generated in a safe and sustainable manner. For developments that generate significant amounts of movement, a supporting Transport Statement or Transport Assessment should be provided.
2. Access to the proposed development and any traffic generated must not unreasonably harm the surroundings, including the amenity of neighbouring properties and/or the public rights of way.
3. To prioritise and promote viable alternatives to private vehicle use development proposals must prioritise the needs of pedestrians, including disabled persons and those with impaired mobility and cyclists, including safe, secure and covered on-site cycle parking and where appropriate changing facilities, creating safe and secure layouts that minimise conflicts with traffic and avoid street clutter and barriers to movement;

The provision of facilities for charging electric vehicles and other ultra-low emission vehicles will be encouraged wherever practical and feasible.

4. All major* development proposals must incorporate and include provision for:
 - (i) safe, convenient and legible access to public transport for pedestrians and cyclists, and appropriate ‘smarter choice’ measures to reduce dependency on vehicles such as Travel Plans (Personal, Workplace and School), car clubs, car sharing and pooling, real-time public transport information and marketing and communication materials and welcome packs. All other development should seek to include such measures where site specific circumstances allow; and
 - (ii) servicing and emergency vehicles.
5. All development should meet the parking standards (including cycle parking) set out in Appendix 6. Residential vehicle parking standards may be applied flexibly where it can be demonstrated that the development is proposed in a sustainable location with frequent and extensive links to public transport and/ or where the rigid application of these standards would have a clear detrimental impact on local character and context.

Reliance upon on-street parking will only be considered appropriate where it can be demonstrated by the applicant that there is on-street parking capacity.

The parking standards in Appendix 6 will be kept under review.

**Major development is defined as:*

- (i) the number of dwelling-houses to be provided is 10 or more; or
- (ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development would constitute 10 dwellings or more.

Core Strategy Linkage:

| | |
|------------------------|-----------------------------------|
| Objectives | Policies |
| Strategic Objective 3 | KP1: Spatial Strategy |
| Strategic Objective 9 | KP2: Development Principles |
| Strategic Objective 10 | KP3: Implementation and Resources |
| | CP3: Transport and Accessibility |



appendices

Appendix 1: Monitoring Framework

- A1 Monitoring and review are key aspects of the development plan system with its emphasis on delivery of sustainable development and sustainable communities.
- A2 The Southend *Development Management DPD* reflects the spatial vision and objectives of the *Core Strategy DPD* and includes more detailed local policies for the management of development. It is therefore a key element in achieving the vision and objectives of the *Core Strategy DPD* and contributes to achieving the aims of the Southend's Community Strategy, '*Southend Together*'.
- A3 The *Development Management DPD* will be delivered through the Council's decisions on planning applications. The Council will use the policies in this document, alongside those in the *Core Strategy DPD* and other relevant documents within the local planning framework, when it determines applications for planning permission in the Borough. Account will also be taken of the Council's other planning documents such as planning briefs and frameworks and conservation area statements, appraisals and management plans, when assessing planning applications. Monitoring of the policies of these documents will evaluate progress being made towards delivering the spatial vision and objectives through the implementation of policies. The results of such monitoring will provide the basis for a review to be undertaken.
- A4 The Council annually produce the *Southend Annual Monitoring Report (SAMR)*, which contains an assessment of Local Development Document preparation against milestones set out in the *Local Development Scheme (LDS)*, and the extent to which policies set out in Local Development Documents are being achieved and targets being met. The *SAMR* will be the main mechanism for assessing the performance and effect of the local planning framework. As well as linking with spatial objectives and policies, indicators in the *SAMR* will also link to sustainability appraisal objectives in order to identify the significant effects of policy implementation.
- A5 In addition to those core and local indicators already set out in the *SAMR*, the following indicators will be subject to annual review to ensure effective monitoring. Indicators that are referenced CP are already included in the Core Strategy monitoring framework.

Monitoring Table

| DM Policy | Indicator ref | Indicator | Target/ Direction | Core Strategy Objective | Core Strategy Policy Linkage |
|---|---------------|---|---|-------------------------|------------------------------|
| DM1: Design Quality | DM1.1 | Number of applications refused on this policy: (i) upheld at appeal; (ii) dismissed at appeal | No target. | SO14 | KP2, CP4 |
| | DM1.2 | Proportion of applications of 10+ dwellings to achieve 9 'greens' or more based on Building for Life Assessment 12. | Increase proportion of development achieving over 9 'greens' to enhance the quality of residential development in the Borough | SO14 | KP2, CP4 |
| DM2: Low Carbon development and efficient use of resources | DM2.1 | Number of new dwellings built to Code for Sustainable Homes Level 3, 4, 5, 6 as a proportion of total new build | Maximise the environment performance of new residential buildings | SO15 | KP2, CP4 |
| | DM2.2 | Floorspace built to BREEAM Very Good, Excellence or Outstanding | Maximise the environment performance of new non-residential buildings | SO15 | KP2, CP4 |
| | DM2.3 | Number of new dwellings that limit water consumption to at least 105 l/p/d | Maximise the water efficiency of new buildings | SO15 | KP2, CP4 |
| | DM2.4 | Number of existing dwellings that incorporate energy and water efficiency measures in accordance with BREEAM Domestic Refurbishment | Maximise the environment performance of existing buildings | SO15 | KP2, CP4 |
| DM3: Efficient and effective use of land | DM3.1 | Number of bungalow homes lost; Number of bungalow homes gained; Net +/- bungalow homes | Maintain provision of bungalow homes | SO4, SO7, SO14 | KP2, CP4 |
| DM4: Tall and Large Buildings | DM4.1 | Number of tall/large buildings that exceed sustainability standards set out in DM2 (in relation to Code for Sustainable Homes / BREEAM. | Maximise the environmental performance of tall/large buildings but exceeding locally set standards. | SO4, SO14, SO15 | KP2, CP4 |
| DM5: Historic Environment | DM5.1 | Changes in the number of designated heritage assets identified as being at risk as per Essex building at risk register | Reduction | SO14 | KP2, CP4 |
| | DM5.2 | Change in the number of Grade I and II Listed Buildings and scheduled | Maintain provision | SO14 | KP2, CP4 |

| | | | | | |
|--|-----------|--|---|--|---------------|
| | | monuments | | | |
| | DM5.3 | Change in the number of conservation areas | Maintain provision | SO14 | KP2, CP4 |
| DM6: Seafront | CP5.5 | Number of applications granted contrary to advice of Environment Agency on flood defence grounds or water quality | No 'major' development schemes contrary to Environment Agency advice and without acceptable measures. | SO4, SO12, SO14 | CP4 |
| | DM6.1 | Number of applications refused on this policy in relation to Policy Table 1: (i) upheld at appeal; (ii) dismissed at appeal | No target. | SO12, SO14 | KP2, CP4 |
| DM7: Dwelling Mix | CP8.2 (i) | Mix of dwelling sizes provided by new developments | Consistent with planning guidelines (i.e. as detailed by policy) | SO4, SO7, SO14 | KP2, CP4 |
| | DM7.1 | Total Number of Affordable Dwelling completions by Tenure | Consistent with planning guidelines (i.e. as detailed by policy) | SO7 | CP8 |
| DM8: Residential Standards | DM8.1 | Number and proportion of completed dwellings that: (i) meet the Lifetime Homes; (ii) provide 10% wheelchair housing | Maximise | SO7, SO14 | KP2, CP4, CP8 |
| | DM8.2 | Total number of dwelling completions by number of bedrooms and floor area meeting and/or above policy standards | Consistent with planning guidelines (i.e. as detailed by policy) | SO7, SO14 | KP2, CP4, CP8 |
| DM9: Specialist Residential Accommodation | DM9.1 | Total number of new residential care home bed spaces provided by new development | No target | SO4, SO7, SO14 | CP6 |
| DM10: Employment Sectors | CP1.2 | (i) Total number of jobs by sector; (ii) Amount of floorspace developed for employment by type; (iii) Amount of floorspace developed for employment by type, in employment or regeneration areas | Increase in net additional jobs | SO1, SO2, SO3, SO4, SO5, SO10, SO13, SO17. | KP1, CP1 |
| DM11: Employment | DM11.1 | Amount of additional (B Use) employment floorspace, by type, in | Maintain or increase provision | SO1, SO2, SO3, SO4, | KP1, CP1 |

| | | | | | |
|--|--------|--|--|---|------------------|
| Areas | | Employment Areas. | | SO5, SO10, SO13, SO17. | |
| | DM11.2 | Net change in business floorspace within Employment Growth Areas | Increase provision | SO1, SO2, SO3, SO4, SO5, SO10, SO13, SO17. | KP1, CP1 |
| | DM11.3 | Vacancy rate within 'Employment Areas' | No target | SO1, SO3 | KP1, CP1 |
| DM12: Visitor Accommodation | DM12.1 | Additions/ losses of new hotels/ visitor accommodation | Maintain or increase provision in the 'Key Areas' identified in Policy | SO1, SO4, SO8 | KP1 |
| DM13: Shopping Frontage Management outside of Town Centre | DM13.1 | Proportion of frontage within Primary Shopping Frontages that are in A1 Retail use | Maintain provision as per policy targets for frontages. | SO1, SO8 | KP1, CP1, CP2 |
| | DM13.2 | Proportion of units within Primary Shopping Frontage and Secondary Shopping Frontage that are vacant | No target | SO1, SO8 | KP1, CP1, CP2 |
| DM14: Environmental Protection | CP5.3 | Amount of contaminated or degraded land brought back into beneficial long-term use | Reduction in amount of contaminated and degraded land within the Borough | SO4, SO14, SO16, SO17 | CP5 |
| DM15: Sustainable Transport Management | DM15.1 | Number of planning permissions below parking standards | No target | SO9, SO10 | KP2, CP3 |
| | DM15.2 | Total number of off-street cycle parking spaces provided in major development for: (i) residential uses; (ii) other uses | Increase provision | SO9, SO11 | KP2, CP3 |

Appendix 2: Southend-on-Sea Core Strategy – Objectives

| Objective Reference | Core Strategy Objectives |
|---------------------|--|
| SO1 | Deliver employment led regeneration, wealth creation and growth across Essex Thames Gateway sub-region. |
| SO2 | Secure the regeneration of Southend as a cultural and intellectual hub and a centre of education excellence. |
| SO3 | Create and maintain a balance between employment and housing growth in the future. |
| SO4 | Secure sustainable regeneration and growth focused on the urban area. |
| SO5 | Provide for not less than 13,000 net additional jobs in the period 2001 to 2021 within Southend. |
| SO6 | Provide for 6,500 net additional dwellings in the period 2001 to 2021 within Southend. |
| SO7 | Target future dwelling provision to meet the needs of local people including the provision of affordable housing. |
| SO8 | Secure a thriving, vibrant and attractive town centre and network of district and local centres. |
| SO9 | Secure a 'step change' in the provision of transport infrastructure as an essential concomitant to new development. |
| SO10 | Maximise the effectiveness and integration of key transport corridors and interchanges as a principal focus for development in the urban area. |
| SO11 | Secure the regeneration of London Southend Airport to enable it to reach its potential to function as a local regional airport providing for significant new employment opportunities and improved surface access subject to environmental safeguards. |
| SO12 | Secure the sustainable use of the River Thames and its Estuary as an asset for transport, leisure and business. |
| SO13 | Secure the social and physical infrastructure related to improving the health, education, lifelong learning and well-being of all sectors of the community. |
| SO14 | Deliver high quality, well designed and attractive urban and natural environments which are safe, people friendly and distinctive, and which respect and enhance existing character and local amenity. |
| SO15 | Secure effective and efficient sustainable development which prevents or minimises local contributions to, and the impact of, climate change, flood risk and the depletion of non-renewable resources, including the application of sustainable construction and operation in all development through the prudent use of natural resources, energy efficiency and low carbon emissions, and the maximum use of renewable and recycled resources. |
| SO17 | Regenerate and bring back into productive and beneficial long-term use, including where appropriate use for biodiversity or other natural resource value, land which is contaminated or otherwise degraded. |
| SO18 | Contribute to the creation of a 'Green Grid' of high quality, linked and publicly accessible open spaces and landscapes across the sub-region. |
| SO19 | Secure delivery of strategic objectives through all relevant delivery bodies and their strategies. |

Appendix 3: Southend-on-Sea Core Strategy – Policies

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

Appendix 4: Marketing and Market Demand Evidence

- A6 This appendix details requirements for applicants to produce evidence to demonstrate that employment, visitor accommodation and A1 retail premises are no longer in demand, viable or suitable for their continued permanent authorised use.
- Part A applies to A1 retail units in circumstances outlined by Policy DM13.
 - Part A applies to the loss of visitor accommodation within Key Areas as described in Policy DM12.
 - Part A and B apply to the loss of employment land in Employment Areas as defined by Policy DM11 and on the Policies Map.
 - Part C applies to the loss of employment uses outside those Employment Areas defined by Policy DM11 and Policies Map.
- A7 The Council may seek independent advice, funded by the applicant at a reasonable cost, to test the veracity of any marketing and/ or market demand exercise. This verification will assess the accuracy and robustness of the matters listed below.

PART A - Marketing

In instances where policies require marketing information to be submitted, 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.

** - For the purpose of Policy DM13 vacant units could include units occupied for 'meanwhile uses' or temporary uses, permitted through a temporary planning permission or under permitted development rights.
- For the purpose of Policy DM12, visitor accommodation is not required to be vacant during the marketing exercise.*

PART B – Market Demand Analysis

A detailed assessment of the current, and potential future, market demand for the site or premises in question should be provided. Market demand analysis submitted alongside, or where justified, in place of marketing evidence must set out clear and up-to-date information on matters including:

1. Business floorspace available in other similar properties within the market area
2. Rental levels achieved for these properties
3. Independent commentary on the current and likely future demand for floorspace within the market area, based on the above factors and other relevant considerations (e.g. the latest Southend Employment Land Review and Survey of Key Employment Areas).

To take account of changing economic circumstances consideration should be given to any likely changes in market conditions within a 3-5 year time horizon, which could impact on development viability.

PART C – Qualitative Appraisal

The appraisal will set out an analysis identifying the advantages and limitations of the site or premises in question to accommodate employment uses. For each limitation that is identified, a justification should be provided as to why it could not be overcome having regard to the introduction of alternative employment uses, general investment or improvements, or through competitive rental levels.

In addition, the appraisal should include, but is not limited to, the following analysis:

1. The relevant national, regional, local planning and economic policy context;
2. The quality of the buildings/ site;
3. The accessibility of the site and its ability to serve a range of employment uses having regard to private and public transport; and
4. Any constraints that will limit the future use of the site or premises for employment uses.

Additional marketing and market demand information, reflecting Part A and/ or Part B as set out above, may be used to support the appraisal.

Comparison with other employment sites or areas within the locality should discuss issues that are relevant to the site or premises.

Appendix 5: Centre Hierarchy and Potential Uses

| Centre Hierarchy | Acceptable Uses* |
|----------------------------------|--|
| Town Centre | At street frontage: |
| | Class A1 - Shops Class A2 - Financial and professional services Class A3 - Cafes and restaurants Class A4 - Drinking establishments Class A5 - Takeaways Class C1 – Hotels (where they add vitality and activity to the street scene) Class D1 - Community and education facilities Class D2 and sui generis - Appropriate leisure, entertainment, cultural and recreation facilities (e.g. night clubs, casinos, theatres, nail/ tanning salons) Open air markets |
| | Above street-level frontage: |
| | Class B1a - Smaller-scale office development Class B1a and b - Non-office business development Class C1 - Hotels Class C2 - Residential Institutions Class C3 - Housing Class D1 - Community and education facilities |
| District Centre | At Street Frontage: |
| | Class A1 - Shops Class A2 - Financial and professional services Class A3 - Cafes and restaurants Class A4 - Drinking establishments (inc. night time economy) Class A5 - Takeaways Class C1 – Hotels (where they add vitality and activity to the street scene) Class D1 – Community, cultural and education facilities (where they add vitality and activity to the street scene) Class D2 and sui generis - Appropriate leisure, entertainment, cultural and recreation facilities and other Sui Generis uses such as launderettes and nail/ tanning salons |
| | Above street-level frontage: |
| | Class B1a - Smaller-scale office development Class B1a and b - Non-office business development Class C2 - Residential Institutions Class C3 – Housing |
| Existing Local Centres Elsewhere | At street frontage: |
| | Class A1 - Shops Class A2 - Financial and professional services Class A3 - Cafes and restaurants Class A4 - Drinking establishments Class A5 - Takeaways Class D1 - Community facilities Sui Generis - such as launderettes, taxi businesses, nail/ tanning salons |
| | Above street-level frontage: |
| | Class B1a - Smaller-scale office development Class C3 - Housing |

* The uses listed above will be acceptable in principle where they are in conformity with all relevant planning policies, including Policy DM13, regarding the management of Primary Shopping Frontage.

Appendix 6: Vehicle Parking Standards

Table A5(1): Vehicle Parking Standards by Use Class

| Use Class | Land Use | Maximum Standards | |
|-----------|---|--|--|
| | | Central Area AAP | Rest of Borough |
| A1 | Shops – food | 1 space per 18 m ² | 1 space per 14 m ² |
| A1 | Shops – non food | 1 space per 35 m ² | 1 space per 20 m ² |
| A2 | Financial And Professional Services | 1 space per 30 m ² | 1 space per 20 m ² |
| A3 | Restaurants and cafes | 1 space per 6 m ² | 1 space per 5 m ² |
| A4 | Drinking Establishments | 1 space per 6 m ² | 1 space per 5 m ² |
| A5 | Hot Food Takeaway | 1 space per 25 m ² | 1 space per 20 m ² |
| B1 | Business | 1 space per 40 m ² | 1 space per 30 m ² |
| B2 | General Industrial | 1 space per 60 m ² | 1 space per 50 m ² |
| B8 | Storage or Distribution | 1 space per 150 m ² | 1 space per 150 m ² |
| C1 | Hotels | 1 space per bedroom | 1 space per bedroom |
| C2 | Hospitals | - | To be treated on its merits |
| C2 | Residential care homes | 1 space per resident staff + 1 space per 3 bed spaces/dwelling units | 1 space per resident staff + 1 space per 3 bed spaces/dwelling units |
| C2 | Residential Educational Establishments – Higher Education | 1 Space per full time equivalent staff + 1 space per 5 Students | 1 Space per full time equivalent staff + 1 space per 5 Students |
| D1 | Medical Centres | 1 space per full time staff + 2 spaces per consulting room | 1 space per full time equivalent staff + 3 spaces per consulting room |
| D1 | Day care centres | 1 space per full time staff + waiting facilities where appropriate | 1 space per full time equivalent staff + waiting facilities where appropriate |
| D1 | Creches/ Nurseries | 1 space per full time staff + waiting facilities where appropriate | 1 space per full time staff + waiting facilities where appropriate |
| D1 | Schools (Primary and Secondary Education) | 1 space per 15 pupils | 1 space per 15 pupils |
| D1 | Schools (Further and Higher Education) | 1 space per 15 students for full time equivalent staff + 1 space per 15 students for student parking | 1 space per 15 students for full time equivalent staff + 1 space per 15 students for student parking |
| D1 | Art Galleries / Museums / Public Halls | 1 space per 25 m ² | 1 space per 25 m ² |

| | | | |
|----|---|---|---|
| D1 | Places of Worship/ Libraries/ Reading Rooms | 1 space per 10 m ² | 1 space per 10 m ² |
| D2 | Cinemas | 1 space per 5 seats | 1 space per 5 seats |
| D2 | Other Uses | 1 space per 20 m ² | 1 space per 20 m ² |
| | Outdoor sports Pitches | 20 spaces per pitch plus 1 space per 10 spectators | 20 spaces per pitch plus 1 space per 10 spectators |
| | Swimming pool, gym, sports hall | 1 space per 10 m ² of public area | 1 space per 10 m ² of public area |
| | Conference Facilities | To be treated on its merits | To be treated on its merits |
| | Motor Vehicle Service Centres | 1 space per full time equivalent staff + 1 space per 35 m ² | 1 space per full time equivalent staff + 1 space per 35 m ² |
| | Petrol Filling Station | 1 space per 20 m ² of retail space. | 1 space per 20 m ² of retail space. |
| | Recycling Centre / Civic Amenity Site | 1 space per full time equivalent staff | 1 space per full time equivalent staff |
| | Theatre | 1 space per 5 seats | 1 space per 5 seats |
| | Vehicle Rental / Hire | 1 space per full time equivalent staff permanently deployed at the registered base + allowance for visitors | 1 space per full time equivalent staff permanently deployed at the registered base + allowance for visitors |
| | Blue Badge Parking | The number of spaces required for people with disabilities varies between use classes and it is the responsibility of site occupiers to ensure that adequate provision is made. | |

Table A5(2): Vehicle Parking Standards – Residential

| Use Class | Land Use | Southend Central Area | Rest of Borough |
|--------------|--|------------------------|-----------------------|
| | | Appropriate Standards* | Minimum Standards** |
| C3 | 1 Bedroom Dwelling | 1 space per dwelling | 1 space per dwelling |
| C3 | 2+ Bedroom Dwelling (flat) | 1 space per dwelling | 1 space per dwelling |
| C3 | 2+ Bedroom Dwelling (house) | 1 space per dwelling | 2 spaces per dwelling |
| C3 | Retirement developments (e.g. warden assisted independent living) | 1 space per dwelling | 1 space per dwelling |

*Standard to be applied. Lower or higher provision would need to be justified in accordance with DM15 (5).

** Minimum standard. Lower provision would need to be justified in accordance with DM15 (5).

Table A5(3): Cycle Parking Standards

| Use Class | Land Use | Minimum Standards |
|-----------|---|---|
| A1 | Shops – food | 1 / 400m ² for staff 1 / 400m ² for customers |
| A1 | Shops – non food | 1 / 400m ² for staff 1 / 400m ² for customers |
| A2 | Financial And Professional Services | 1 / 100m ² for staff 1 / 200m ² for customers |
| A3 | Restaurants and cafes | 1 space per 100 m ² for staff plus 1 space per 100 m ² for customers |
| A4 | Drinking Establishments | 1 space per 100 m ² for staff plus 1 space per 100 m ² for customers |
| A5 | Hot Food Takeaway | 1 space per 100 m ² for staff plus 1 space per 100 m ² for customers |
| B1 | Business | 1 space per 100 m ² for staff plus 1 space per 200 m ² for visitors |
| B2 | General Industrial | 1 space per 250 m ² for staff plus 1 space per 500 m ² for visitors |
| B8 | Storage or Distribution | 1 space per 500 m ² for staff plus 1 space per 1000 m ² for visitors |
| C1 | Hotels | 1 space per 5 staff plus 1 space per 10 bedrooms |
| C2 | Hospitals | 1 space per 4 staff Visitors - to be Considered on a case by case basis |
| C2 | Residential care homes | 1 space per 5 staff |
| C2 | Residential Educational Establishments – Higher Education | 1 space per 5 staff + 1 space per 3 students |
| C3 | Dwellinghouses | 1 secure covered space per dwelling. None if garage or secure area is provided within curtilage of dwelling |
| C3 | Retirement Developments (e.g. warden Assisted independent living accommodation) | 1 space per 8 units (visitors) |
| D1 | Medical Centres | 1 space per 4 staff plus 1 space per Consulting room |
| D1 | Day care centres | 1 space per 4 staff |
| D1 | Creches/ Nurseries | 1 space per 4 staff plus 1 space per 10 child places |
| D1 | Schools (Primary and Secondary Education) | 1 space per 5 staff plus 1 space per 3 pupils |
| D1 | Schools (Further and Higher Education) | 1 space per 5 staff plus 1 space per 3 students |
| D1 | Art Galleries / Museums / Public Halls | 1 space per 4 staff plus visitor parking (individual merits) |
| D1 | Places of Worship/ Libraries/ Reading Rooms | 1 space per 4 staff plus visitor parking (individual merits) |
| D2 | Cinemas | 10 spaces plus 1 space per 10 vehicle space |

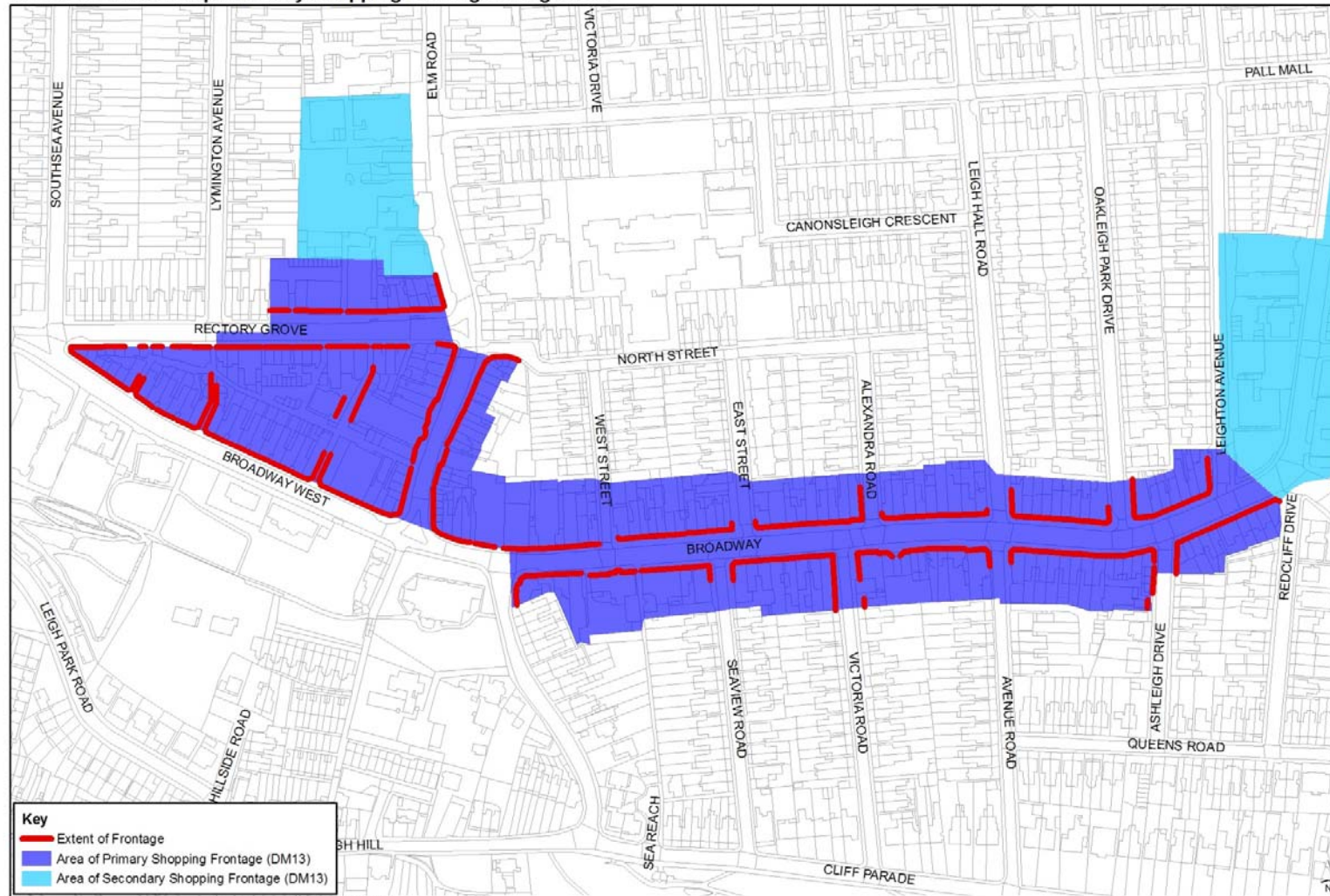
| | | |
|----|---|--|
| D2 | Other Uses | 10 spaces plus 1 space per 10 vehicle space |
| | Outdoor sports Pitches | 10 spaces plus 1 space per 10 vehicle space |
| | Swimming pool, gym, sports hall | 10 spaces plus 1 space per 10 vehicle space |
| | Conference Facilities | 1 space per 4 staff plus visitor parking on individual merits |
| | Motor Vehicle Service Centres and showrooms | 1 space per 4 staff plus customer parking |
| | Petrol Filling Station | 1 space per 4 staff plus customer parking |
| | Recycling Centre / Civic Amenity Site | 1 space per 4 staff plus customer parking on individual merits |
| | Theatre | 1 space per 20 seats |
| | Vehicle Rental / Hire | 1 space per 4 staff plus customer parking on individual merits |

Appendix 7 – Primary Shopping Frontages

| Primary Shopping Frontage Area | Length of Primary Shopping Frontage (m) |
|--------------------------------|---|
| Leigh-on-Sea | 1706.7 |
| Westcliff | 852.6 |
| West Leigh | 336.7 |
| Thorpe Bay | 331.6 |
| Eastwood | 102.9 |
| North Shoebury | 244.6 |
| Shoeburyness | 309.7 |

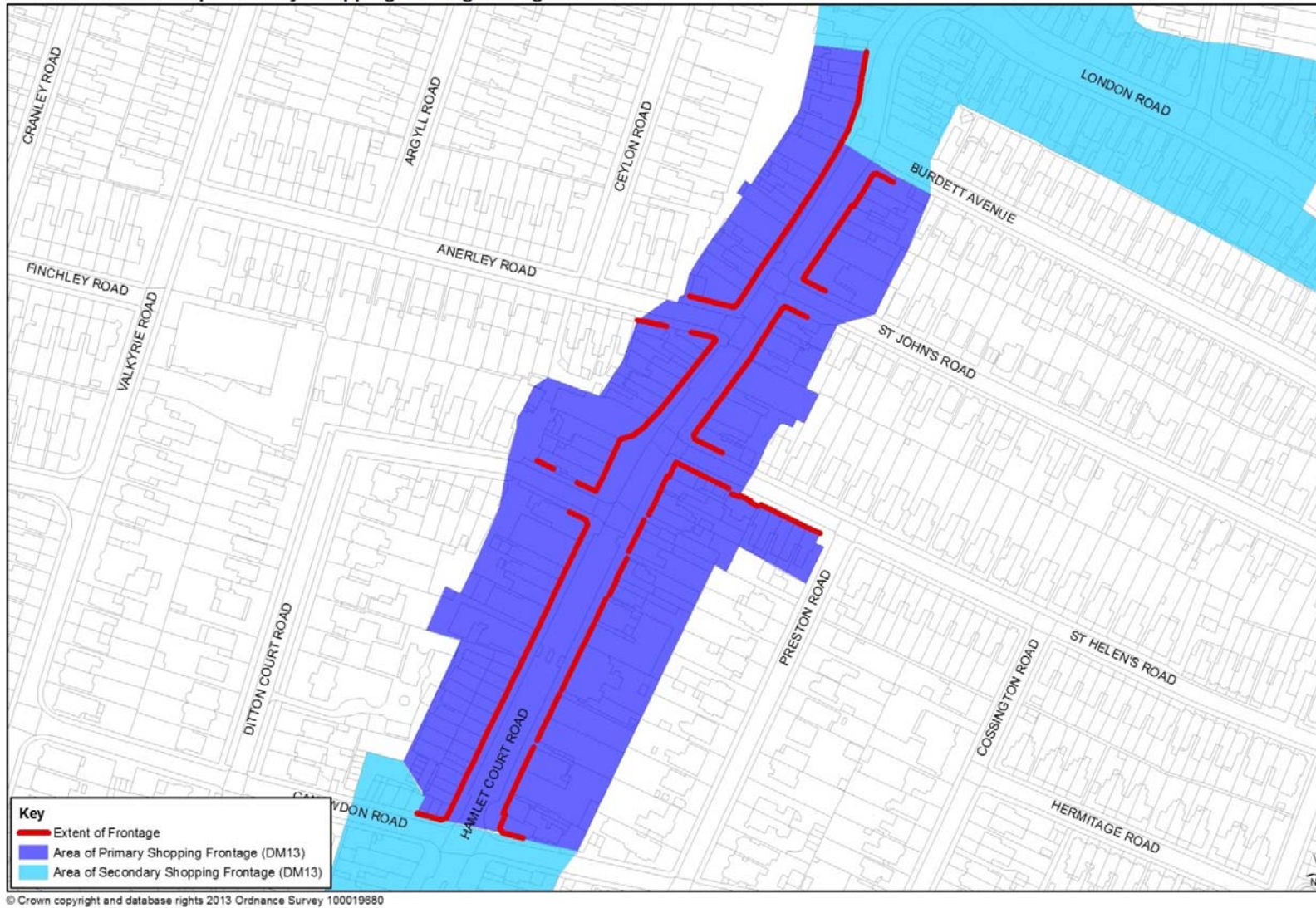
Leigh-on-Sea Primary Shopping Frontage

DM DPD Policies Map - Primary Shopping Frontage Designation



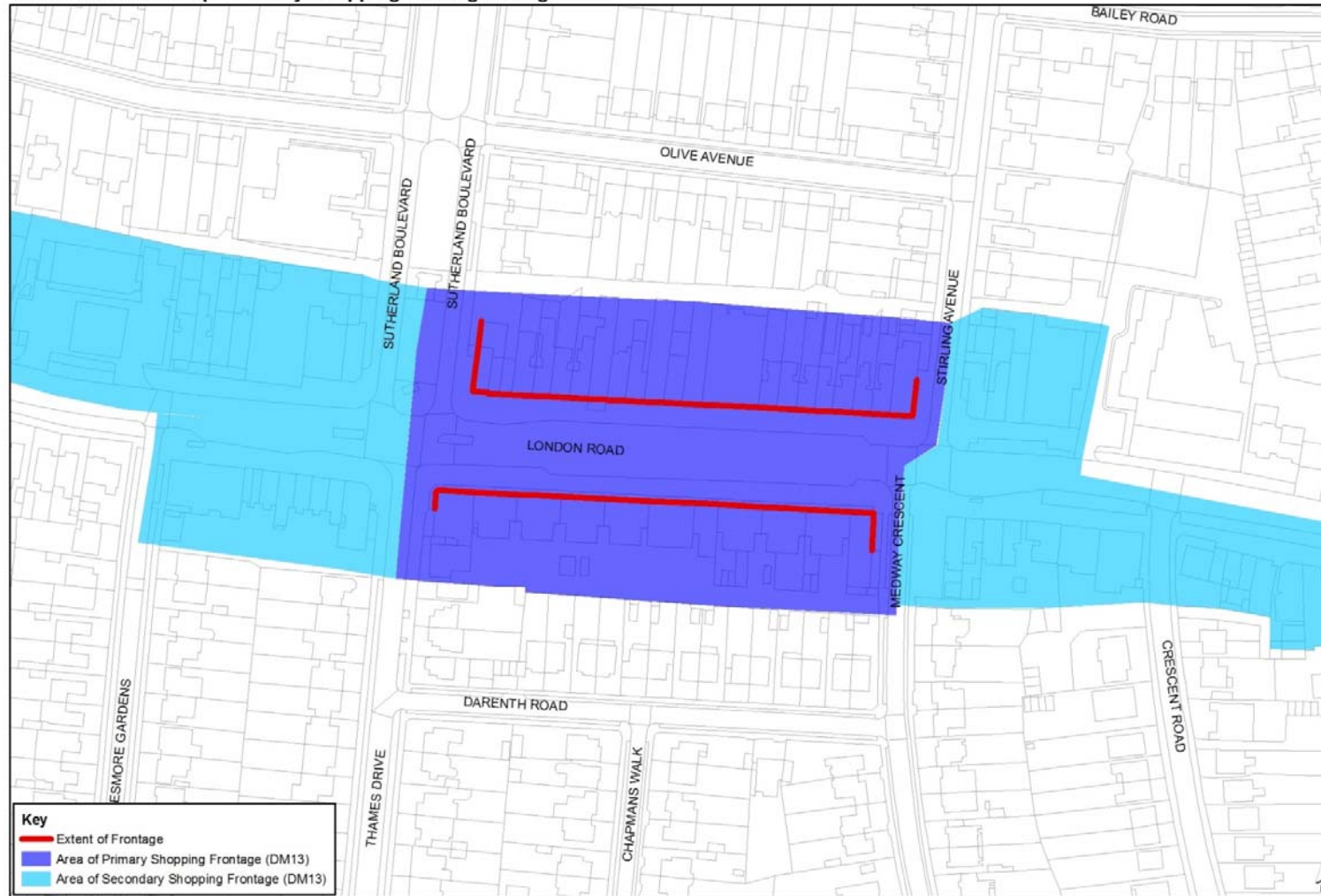
Westcliff - Primary Shopping Frontage

DM DPD Policies Map - Primary Shopping Frontage Designation



West Leigh - Primary Shopping Frontage

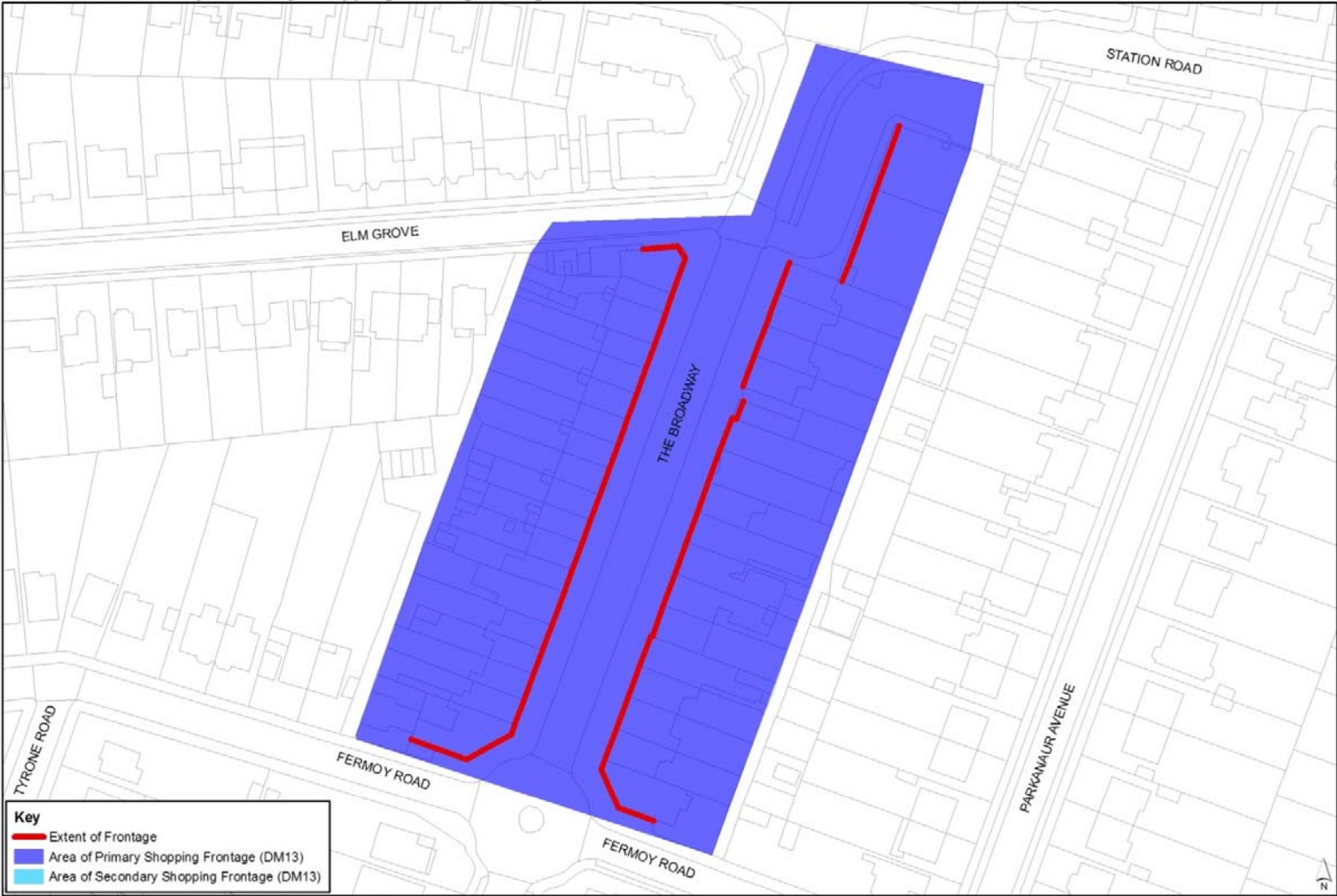
DM DPD Policies Map - Primary Shopping Frontage Designation



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Thorpe Bay – Primary Shopping Frontage

DM DPD Policies Map - Primary Shopping Frontage Designation



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Eastwood – Primary Shopping Frontage

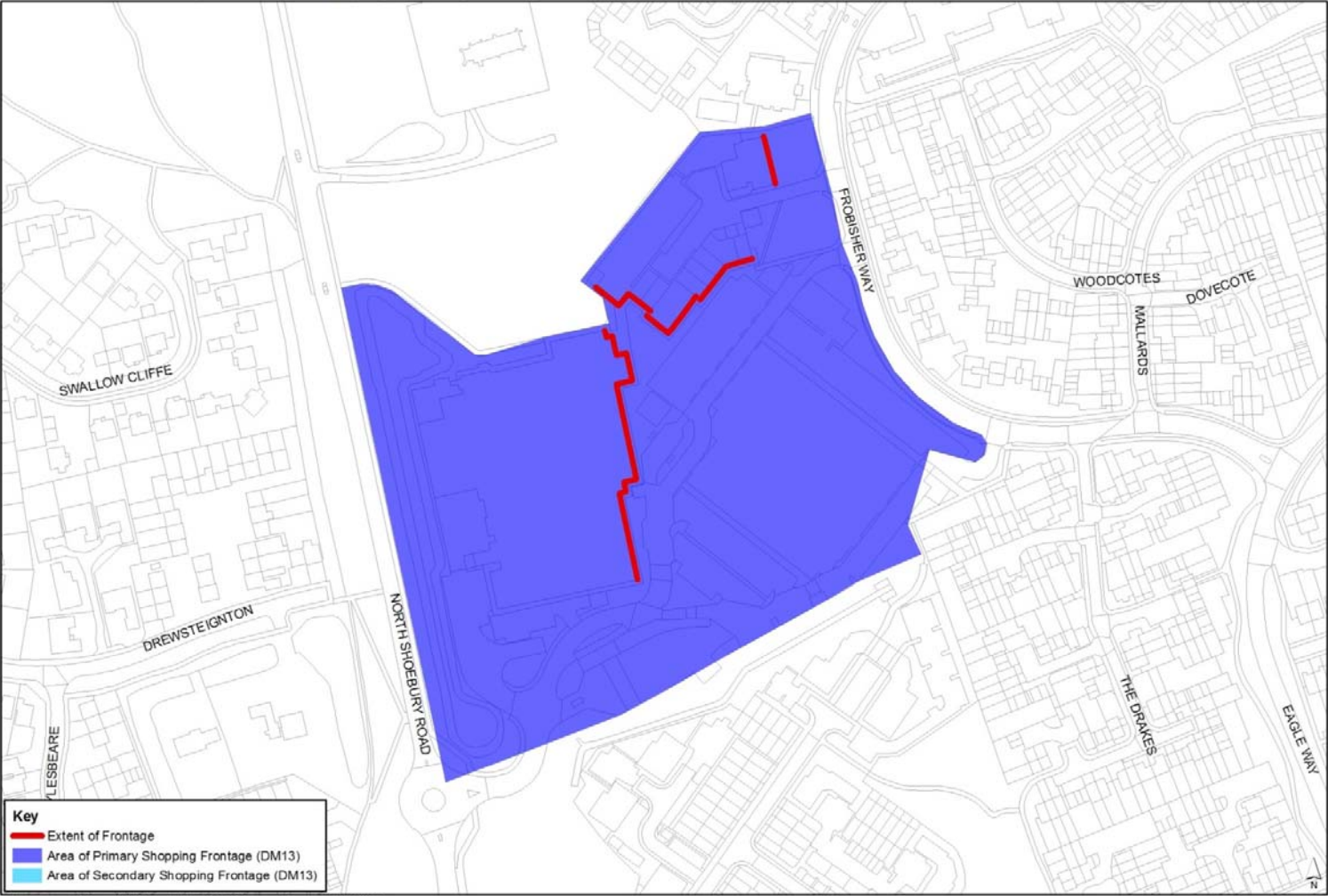
DM DPD Policies Map - Primary Shopping Frontage Designation



]#

North Shoeburyness – Primary Shopping Frontage

DM DPD Policies Map - Primary Shopping Frontage Designation

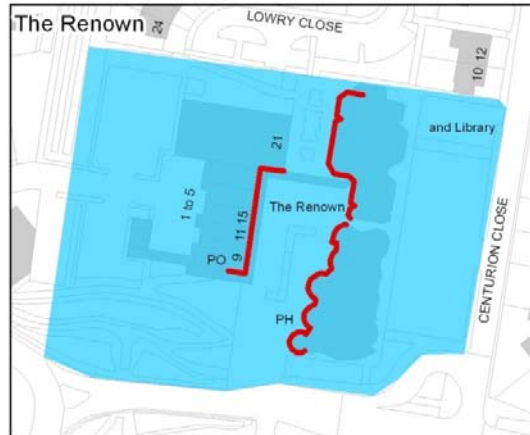


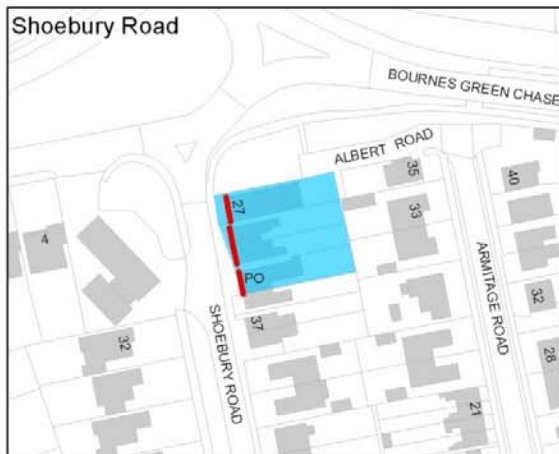
Shoeburyness – Primary Shopping Frontage

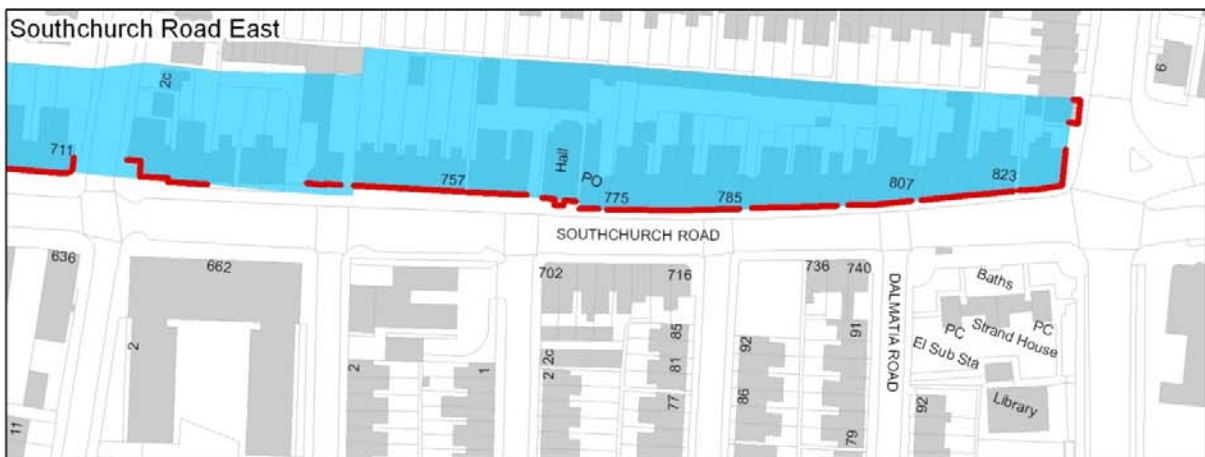
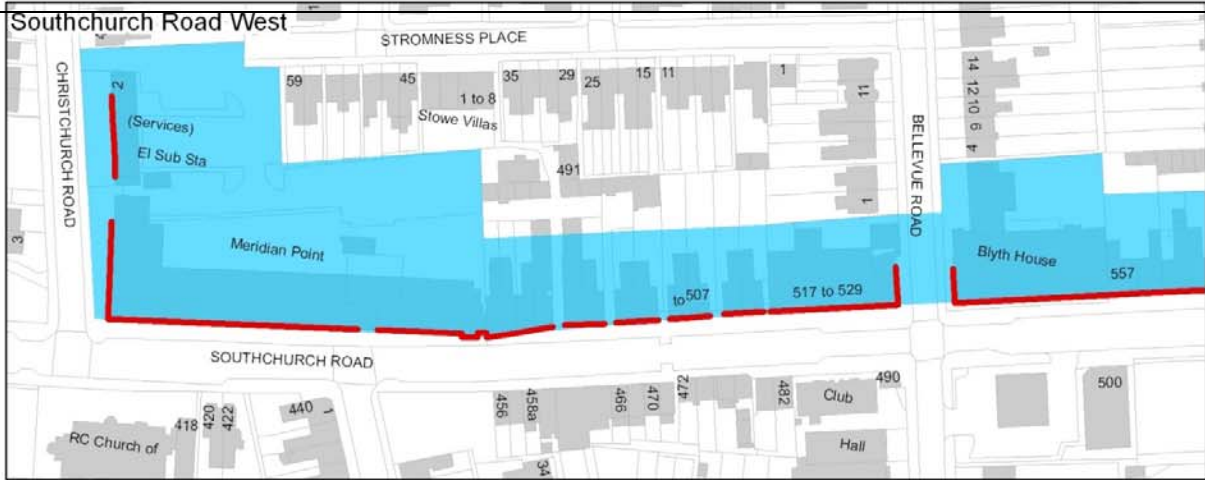
DM DPD Policies Map - Primary Shopping Frontage Designation



Appendix 8: Secondary Shopping Frontages





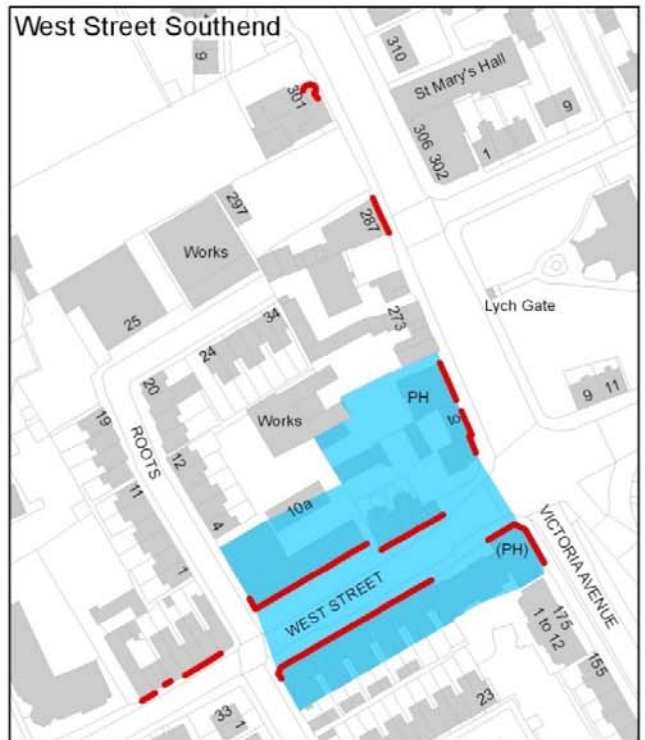
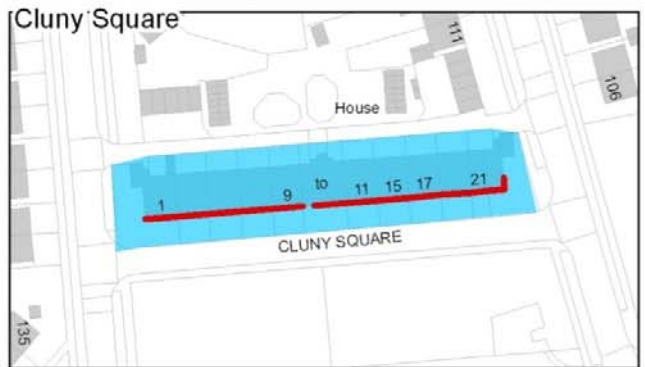


Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Length of Active Commercial Frontage
- Primary Shopping Frontage (DM13)



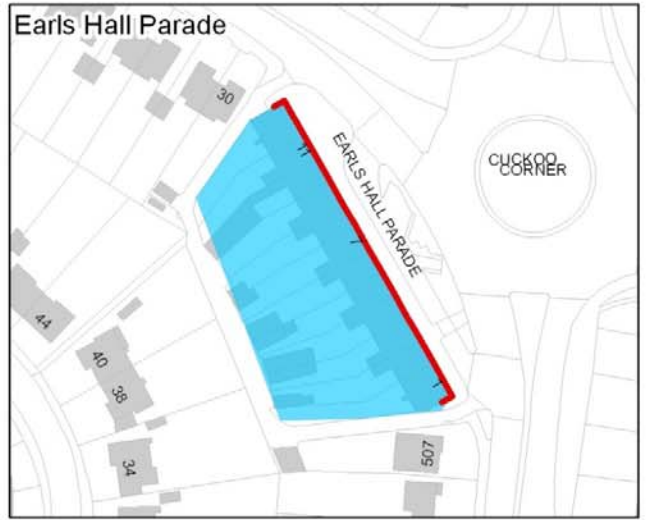
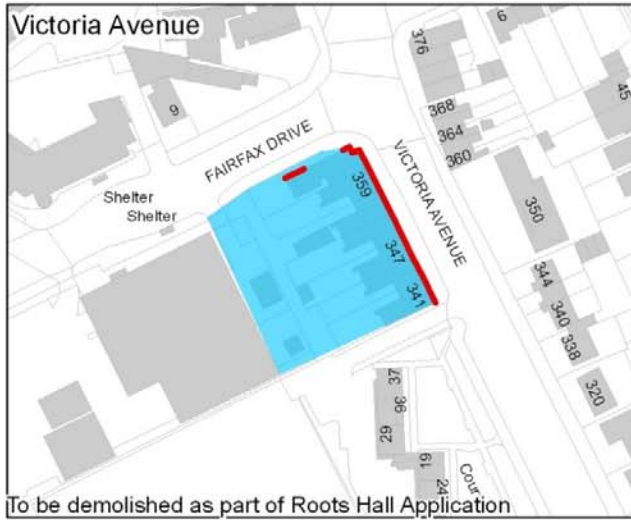


Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Length of Active Commercial Frontage
- Primary Shopping Frontage (DM13)





Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Primary Shopping Frontage (DM13)
- Length of Active Commercial Frontage





Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Primary Shopping Frontage (DM13)
- Length of Active Commercial Frontage



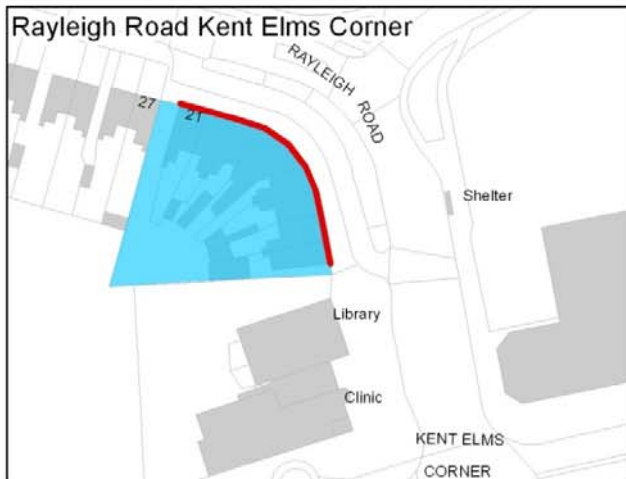


Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Primary Shopping Frontage (DM13)
- Length of Active Commercial Frontage



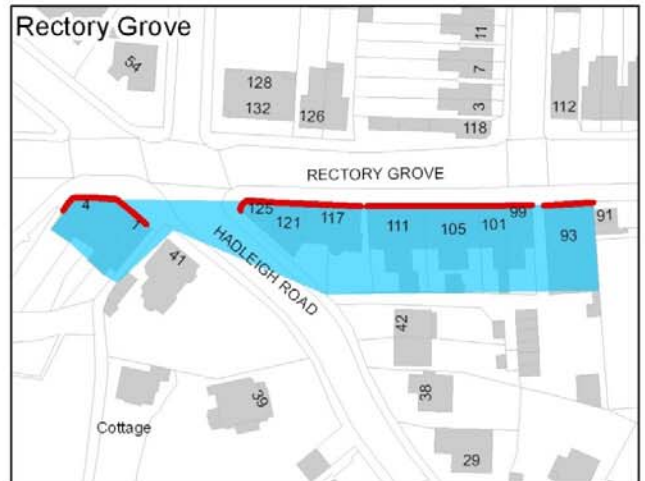


Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Primary Shopping Frontage (DM13)
- Length of Active Commercial Frontage





Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Length of Active Commercial Frontage
- Primary Shopping Frontage (DM13)



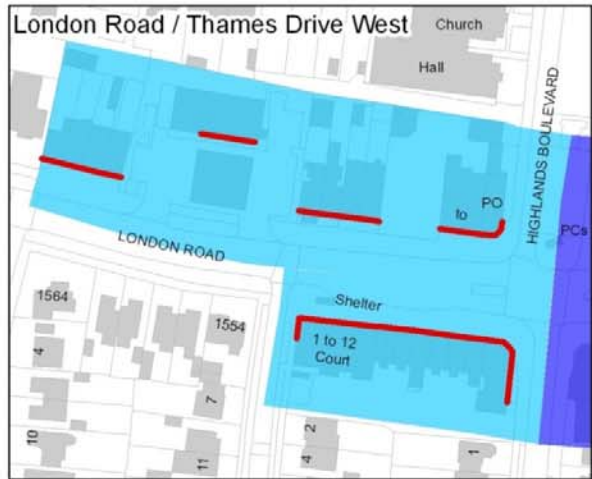
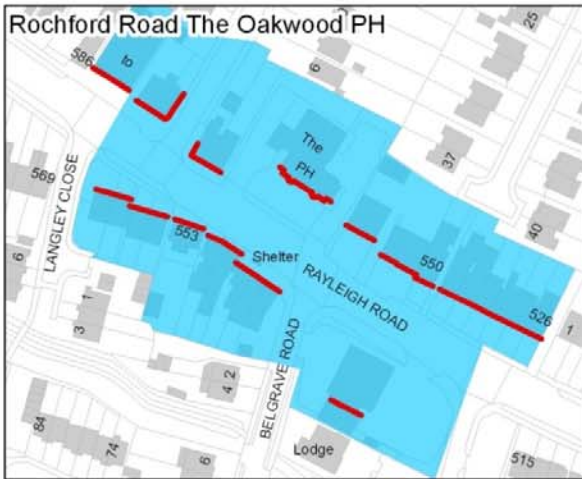


Location of Secondary Shopping Frontage - DM DPD Polices Map

Key

- Secondary Shopping Frontage (DM13)
- Length of Active Commercial Frontage
- Primary Shopping Frontage (DM13)







Appendix 9: Replaced Saved Planning Policies⁹

Saved Planning Policies replaced by Development Management DPD

| Policy Ref. | Policy Subject |
|-------------|---|
| G1 | Development Within The Green Belt |
| G3 | Landscape Protection and Improvement |
| G5 | Special Landscape Areas |
| G7 | Coastal Protection |
| C1 | Ancient Monuments and Archaeological Site |
| C2 | Historic Buildings |
| C3 | Conversion of Historic Buildings |
| C4 | Conservation Areas |
| C5 | Leigh Old Town |
| C6 | Frontages of Townscape Merit |
| C8 | Advertisements |
| C9 | Satellite Antennae |
| C11 | New Buildings, Extensions and Alterations |
| C12 | Undercliff Gardens |
| C13 | Street Furniture |
| C14 | Trees, Planted Areas and Landscaping |
| C15 | Retention of Open Spaces |
| C16 | Foreshore Views |
| C17 | A127 Frontage |
| C18 | Open Sites for Commercial Purposes |
| H3 | Retention of Small Family Houses |
| H4 | Preservation of Residential Uses |
| H5 | Residential Design and Layout Considerations |
| H6 | Protecting Residential Character (First Alteration) |
| H7 | The Formation of Self-Contained Flats |
| H8 | Sheltered Housing and Residential Institutions |
| H9 | Non-Self-Contained Residential Accommodation (First Alteration) |
| H10 | Backland Development |
| H12 | Environmental Improvement of Residential Areas |
| E1 | Employment Promotion |

⁹ 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.

| | |
|-----|---|
| E2 | Major Office Development |
| E3 | Secondary Offices |
| E4 | Industry and Warehousing |
| E5 | Non-Residential Uses Close to Housing |
| S1 | New Shopping Developments |
| S7 | Car Sales and Showrooms |
| L1 | Facilities for Tourism |
| L4 | Water Recreation |
| L5 | Entertainment and the Arts |
| L6 | Hotels and Guest Houses |
| L7 | Retention of Hotel and Guest House Uses |
| L9 | Camping and Caravan Accommodation |
| R1 | Outdoor Sports Facilities |
| R2 | Indoor Sports Facilities |
| R3 | Swimming Pool Facilities |
| R4 | Golf Courses |
| R5 | Parks and Gardens |
| R6 | Countryside Recreation |
| R7 | Allotments |
| U1 | Infrastructure Provision |
| U2 | Pollution Control |
| U4 | Southend Hospital |
| U6 | Non-Residential Health Care Facilities |
| U7 | Existing Education Facilities |
| U8 | Provision of New Education Facilities |
| U9 | Child-Minding Facilities |
| U10 | Provision of Other Community Facilities |
| T1 | Priorities |
| T2 | A127 |
| T3 | A13 and Related Routes |
| T6 | A1159, Priory Crescent |
| T7 | Seafront Access |
| T8 | Traffic Management and Highway Safety |
| T10 | Town Centre Parking (On-Street) |
| T11 | Parking Standards |
| T12 | Servicing Facilities |
| T13 | Cycling and Walking |
| T14 | Public Transport |
| T15 | Interchange Facilities |

| | |
|-----|----------------------|
| T16 | Commuter Car Parking |
| T17 | Southend Airport |

Saved Planning Policies replaced by Development Management DPD in combination with the Southend Central Area Action Plan¹⁰

| Policy Ref. | Policy Subject |
|-------------|--|
| C7 | Shop and Commercial Frontages and Fascias |
| S5 | Non-Retail Uses |
| S8 | Improvements to Primary Shopping Frontages |
| S9 | Retention of Secondary Shopping Frontages |

¹⁰ Once the Development Management DPD is adopted the saved policies (referred to in the table) will only remain active within the Town Centre Defined Shopping Centre. This will only be until the Southend Central Area Action Plan (SCAAP) is adopted whereby they will be replaced.

Appendix 10: List of Abbreviations

| | |
|--------|--|
| BREEAM | Building Research Establishment Environmental Assessment Methodology |
| CFMP | Catchment Flood Management Plan |
| CHP | Combined Heat and Power |
| CIL | Community Infrastructure Levy |
| CSH | Code for Sustainable Homes |
| DEFRA | Department for Environment, Food and Rural Affairs |
| DPD | Development Plan Document |
| ELR | Employment Land Review |
| EPA | Environmental Protection Act |
| EPOA | Essex Planning Officers Association |
| HA | Hectare |
| HMRC | HM Revenue & Customs |
| IDBR | Interdepartmental Business Register |
| LEA | Local Economic Assessment |
| LDF | Local Development Framework |
| LDS | Local Development Scheme |
| LPA | Local Planning Authority |
| LPD | Litres per Person per Day |
| LTP | Local Transport Plan |
| MRO | Maintenance, Repair and Overhaul |
| NPPF | National Planning Policy Framework |
| PAYE | Pay As You Earn tax |
| PPG | Planning Policy Guidance |
| PPS | Planning Policy Statement |
| SAC | Special Areas of Conservation |
| SAMR | Southend Annual Monitoring Report |
| SCAAP | Southend Central Area Action Plan |
| SFRA | Strategic Flood Risk Assessment |
| SHMA | Strategic Housing Market Assessment |
| SMEs | Small and Medium Enterprises |
| SPA | Special Protection Area |
| SPD | Supplementary Planning Document |
| SQM | Square Metres |
| SSSI | Site of Special Scientific Interest |
| SuDS | Sustainable Urban Drainage System |

| | |
|--------|----------------------------|
| TE2100 | Thames Estuary 2100 |
| TGSE | Thames Gateway South Essex |
| VAT | Value Added Tax |
| WwTWs | Wastewater Treatment Works |

Appendix 11: Seafront Buildings

In relation to Policy DM6 (3) and Policy Table 1: Seafront Character Zones, the following provides a summary of existing buildings along the seafront (outside the Central Area, which is covered by the Southend Central Area Action Plan, and Shoeburyness, which will be addressed by area specific policy) that form a cohesive frontage, have historic context, are recognised as key landmarks, and/or contribute to a distinctive sense of place.

- **Marine Parade, Leigh-on-Sea**

Marine Parade forms a long, linear residential street that runs east-west at the top the cliffs. Its character is resolutely residential to the north, with public gardens to the south. Although there is some variety between plots, properties form a cohesive frontage with a generally consistent domestic scale and palette of materials. The Chapmanslord Conservation Area, which includes 81-82 Marine Parade as well as properties on Canvey Road, Ray Close and Ray Walk, is a noteworthy example of early 20th century Garden City planning and has a distinctive housing layout and street design characterised by a consistent architectural style and an abundance of landscaping within the street and within private gardens (Seafront Character Zone 1);

- **Leigh Old Town Conservation Area**

A compact settlement at the base of steep cliffs, segregated from the rest of Leigh on Sea by the railway line that runs along the northern boundary of the conservation area. It retains an industrial character in places, having for much of its history been a fishing port, with the cockle-sheds comprising an important part of this. The Old Town also includes a number of listed and locally listed buildings, such as the Grade II listed Crooked Billet and 62 High Street, and the locally listed 2 and 3 Plumbs Yard, 74-74a High Street (The Custom House) and 39a High Street (Wharf Cottage). It has a strong relationship with the waterfront with simple, modestly scaled buildings generally arranged along one long, narrow street with glimpses through to the estuary (Seafront Character Zone 2);

- **Leigh Conservation Area**

The defining feature of the Leigh Conservation Area is the cliff, which rises steeply above New Road, with residential streets and a network of paths winding down it. The road layout is consequently irregular in places, and the cliff means that there are south facing views out to the estuary and a need to consider scale to ensure consistency with local character. Leigh Hill, which runs east-west and north-south through the conservation area is notable for its historic mix of residential and some non-residential uses, although these are in the minority, and contains a number of listed and locally listed buildings which contribute to local character and distinctiveness, including the Grade II listed 28 Leigh Hill, The Old Bank House, Prospect House and Herschell House, and the locally listed 59, 60-62, 82, and 98 Leigh Hill. Leigh Hill provides access to residential properties at The Gardens which have estuary views and contribute to the sense of space providing a cohesive frontage, despite the relatively built up nature of the conservation area. There

is a general uniformity in terms of scale, with the majority of residential dwellings being 2 storey, and the area has suffered from larger, bulky development in the past (Seafront Character Zone 3);

- **Leigh Cliff Conservation Area**

Cliff Parade within the Leigh Cliff Conservation Area benefits from estuary views, being located directly above Cliff Gardens, which provide the area with undeveloped green space. While displaying more variety in architectural style than other streets in the conservation area, it contributes to a distinctive sense of place which would suffer from larger, bulkier development (Seafront Character Zone 3).

- **Grand Parade, Undercliff Gardens and The Ridgeway**

Grand Parade is situated in an elevated position, running in parallel to the seafront. It continues the residential character, grain and scale of Cliff Parade but forms a cohesive frontage with Undercliff Gardens, set at the base of the cliff, when viewed from the foreshore. Along Grand Parade itself the extensive views of the estuary from the footpath across the top of properties in Undercliff Gardens, is an important aspect of local character and should remain open in outlook. As Grand Parade runs east, the level of the road drops and turns into the The Ridgeway, which is in a less elevated position. A small area of The Ridgeway falls in Seafront Character Zone 3 and has a distinct residential character to the north, with 2/3 storey dwellings, well-spaced. There is often pressure in this area, particularly in more elevated positions such as Grand Parade and on larger plots on The Ridgeway, for bulkier and taller buildings that would result in further loss of the finer urban grain (Seafront Character Zone 3);

- **Crowstone Conservation Area**

The Crowstone Conservation Area is located on the north side of The Leas, which runs along the foreshore, and there are expansive views of the estuary from it. Although relatively small, the Conservation Area importantly provides the setting to the locally listed Crowstone House which, together with other properties in the Conservation Area, dates from the initial development of this part of the seafront and as such form an important part of local historic character, which has elsewhere on the seafront been lost to modern, bulky development. Any future redevelopment within the Conservation Area should seek to preserve the existing urban grain and setting of Crowstone House. Crowstone House is a local landmark and a defining feature of this Conservation Area which should be preserved. Crowstone Conservation Area is a contemporary of The Leas Conservation Area, to the east, which has a similar, although not identical character (Seafront Character Zone 4);

- **The Leas Conservation Area**

The Leas Conservation Area is located in a slightly elevated position on low cliffs, with properties along The Leas, Clifton Drive and Shorefield Road itself overlooking the estuary and consists largely of terraced and semi-detached residential properties with traditional seaside decoration and character. The loss of some distinctive heritage buildings in the past led to the construction of more recent replacement buildings, including tower blocks, which have damaged the character of the

area in terms of their design, scale and materials. The Conservation Area includes a number of locally listed buildings to the northern side of the seafront promenade, such as the Sun Shelter, 21 The Leas, Argyll House, and Palmeira Mansions (Seafront Character Zone 4);

- **183-195 Eastern Esplanade**

This short run of properties on Eastern Esplanade displays consistency in terms of architectural style, scale, and palette of materials. All benefit from balconies, particularly noteworthy to the first floors of 187 – 192 which together form a cohesive frontage. This area is largely comprised of small guest houses which present a traditional seaside character that would be eroded through loss of the fine urban grain, seaside decoration and character (Seafront Character Zone 5);

- **Thorpe Esplanade and Thorpe Bay Gardens,**

This area is notable for its large, detached houses with pitched roofs, consistent scale and consistent palette of materials, in the case of Thorpe Bay Gardens set back from the beach behind tennis courts, bowling club, yacht club and gardens. The area would be sensitive to redevelopment of houses to flatted development, and any redevelopment should respect the scale, use and palette of materials found in this area (Seafront Character Zone 6).



southend·on·sea
town, shore and so much more