

Public Document Pack

Southend-on-Sea Borough Council

Legal & Democratic Services

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01 July 2020

Dear Councillor

CABINET - TUESDAY, 30TH JUNE, 2020 SUPPLEMENTARY REPORTS PACK

Please find enclosed, for consideration at the next meeting of the Cabinet taking place on Tuesday, 30th June, 2020, the following reports that were unavailable when the agenda was printed.

Agenda No Item

3. **Better Queensway Regeneration Project - Progress Update and Consideration of the Final Proposals (the report will be considered in conjunction with the minutes of the Shareholder Board, 25th June) (Pages 1 - 102)**

Report of Director of Regeneration and Growth to follow

4. **COVID-19 - Parking Recovery Proposals (Pages 103 - 108)**

Report of Executive Director (Neighbourhoods and Environment) to follow

Robert Harris
Principal Democratic Services Officer

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Southend-on-Sea Borough Council

**Report of Director of Regeneration and Growth
To**

Cabinet

**On
30th June 2020**

Report prepared by: Emma Cooney, Director of Regeneration
and Growth

Shareholder Representative

On behalf of the Better Queensway Partnership Board

**Agenda
Item No.**

3

Porters Place Southend-on-Sea LLP: Progress update and final proposals

A Part 1 Public Agenda item

**Relevant Scrutiny Committee: Place Scrutiny
Cabinet Members: Councillors Gilbert and Woodley**

1 Purpose of Report

The purpose of this report is to provide an update to Cabinet following the consideration of a report to the Shareholder Board on the 25th June 2020 ("The Shareholder Board Report").

The Shareholder Board Report specifically considers the submission of the 'final proposals' as appended to this report for Porters Place Southend-on-Sea LLP alongside the progress being made in respect of additional affordable housing.

The Shareholder Board's Report's purpose is to provide the Shareholder Board with clarity and assurance in regard to the progress update and final proposals to allow Members to fulfil their responsibilities.

2 Recommendations

- 2.1 That the progress made in relation to the Better Queensway project by Porters Place Southend-on-Sea LLP (the "JV"), as set out in section 4 of the Shareholder Board Report, is noted;**
- 2.2 That information provided by the JV, as set out in section 5 and Appendices 1 - 3 of the Shareholder Board Report, is agreed as the 'final proposals' (as provided in the Initial Business Plan agreed in November 2019 "the Business Plan") prior to submission of the first planning application for the Better Queensway project;**

- 2.3** That authority is delegated to the Director of Regeneration and Growth in consultation with the Leader to agree any non-material changes to the ‘final proposals’ whereupon any such matters shall be noted for information and reported to the following Shareholder Board;
- 2.4** That authority is delegated to the Director of Regeneration and Growth in consultation with the Leader, to review and assess any further documents that are submitted to the Council by the JV to consider as part of the final proposals process, and to sign off any of these that do not have a material impact on the final proposals appended to this report;
- 2.5** That it is agreed where information in the final proposals is updated from that in the Business Plan, this updated information will supersede the relevant information in the Business Plan and be adopted as a revision to the Business Plan from the date of approval of this report;
- 2.6** That authority is delegated to the Executive Director (Finance & Resources) to:
 - 2.6.1** complete the Memorandum of Understanding to be made between the Council, the JV and Swan Housing Association that will document the JV’s commitment to offer the Council a minimum of 100 additional affordable homes for social rent;
 - 2.6.2** finalise negotiations and settle the terms of a formal legally binding agreement (the “Agreement”) to capture the principles as set out in the Memorandum of Understanding; and
 - 2.6.3** subject to approval of the Agreement by the Council, the JV and Swan Housing Association, bring a report to the next available Cabinet to approve the completion and entering into of the Agreement.

3 Background

- 3.1** The Better Queensway regeneration project (“the Project”) is a Southend 2050 roadmap project which contributes across all of the themes and outcomes as set out in the Shareholder Board Report.
- 3.2** On 12th February 2019, Cabinet agreed a report appointing Swan Housing Association (“Swan”) as the Council’s joint venture partner to progress the Project. This was the result of a compliant procurement process through which Swan demonstrated how the Council’s requirements and aspirations could be met. As provided in that Cabinet report, Swan established a subsidiary company, thereafter confirmed as Swan BQ Ltd, as the Swan Housing Association JV partner, specifically for the purpose of delivering the Project.
- 3.3** The joint venture legal entity (“the JV”), named Porters Place Southend-on-Sea LLP, was established in April 2019 as the vehicle to progress the delivery of the Project. Its activities are guided by a business plan. The current version of the business plan was agreed by the JV Board, and subsequently by the two

Shareholder Members (these being the Council and Swan) in November 2019 (Cabinet minute 526 refers) in accordance with the governance procedures.

- 3.4** The Shareholder Board Report provides an update on progress, details the final proposals as provided therein and the assurance sought from the Council's external advisors. This set of final proposals are in relation to the forthcoming planning application, as such they contain summary details of the entire submission. This planning submission will be a hybrid application covering the highway in detail and the residential development in outline.
- 3.5** Questions were raised at the Shareholder Board concerning, but not limited to, the highway, highways modelling and the underpass, the procurement of Swan as the JV partner, parking, the attenuation tanks and the phasing of the Project that were answered by Council officers and representatives from the JV and Swan.
- 3.6** The Shareholder Board Report is appended to this report for consideration by Cabinet as are the minutes from the Shareholder Board.

4 Other Options

- 4.1** Not approving the final proposals would mean that the planning application could not be submitted in July. This would have a negative impact on the expedient delivery of the Project and will add to the whole cost of delivery of the Project that could impact upon any final profit share by the Council and Swan at the end of the Project that the Council would use to reinvest in social housing.
- 4.2** Not approving the final proposals could also jeopardise the £15m HIF funding from Homes England which has a deadline for spend in 2023. Therefore delays resulting from not approving the final proposals could result in non-expenditure by the deadline and therefore a gap in project funding.
- 4.3** There is also a risk to the goodwill that has been established between the parties if the final proposals having been approved by the JV Board and recommended for approval were not approved by the Council. The final proposals that are subject of this report are a second iteration following the Council not being satisfied with the first set and as advised in this report the current final proposals are a significant improvement. Further delay would negatively impact on the relationship between the parties.
- 4.4** While a significant amount of design work and options have been developed in relation to the highway, only the highways design which brings the road up to being level with the surrounding land i.e. at grade (and the underpass filled in) has been assessed as a financially viable option in the bid and ensuing design work. Other options also do not generate the regeneration uplift through the value of place making and therefore the overall Project would potentially not reach the necessary values to make it viable. Nor is it considered that they would achieve the place-making and other non-financial benefits such as reduced severance and improved physical environment.
- 4.5** An alternative option could be to cease progression of the work towards the agreement in principle regarding the additional affordable rented homes,

thereby retaining the figure at 512. This would have a positive impact for the Council in relation to the Project as it would not have to meet the gap funding however it would not meet the requirement of the Project to maximise affordable homes nor would it remove the need for the Council to deliver more affordable homes in the borough and further would not support the additional commitments as agreed at Full Council (Minute 737).

5 Reasons for Recommendations

- 5.1** Review of the final proposals concludes that the information submitted presents some significant variations to the bid and business plan positions, but in a complex regeneration scheme this is to be expected and the explanations for the changes are in the spirit of the objectives. The recommended delegations are therefore included to provide for a review of all changes and if these are non-material in nature for these to be approved prior to planning submission and the completion of the MOU with regards the additional affordable housing for social rent.

6 Corporate Implications

As detailed in the Shareholder Board Report

6.1 Financial Implications

As detailed in the Shareholder Board Report

6.2 Legal Implications

As detailed in the Shareholder Board Report (at the end of the Financial Implications)

6.3 People Implications

As detailed in the Shareholder Board Report

6.4 Property Implications

As detailed in the Shareholder Board Report

6.5 Consultation

As detailed in the Shareholder Board Report

6.6 Equalities and Diversity Implications

As detailed in the Shareholder Board Report

6.7 Risk Assessment

As detailed in the Shareholder Board Report

6.8 Value for Money

As detailed in the Shareholder Board Report

6.9 Community Safety Implications

As detailed in the Shareholder Board Report

6.10 Environmental Impact

As detailed in the Shareholder Board Report

7 Background Papers

Initial Business Plan

8 Appendices

Appendix 1 Minutes of the Shareholder Board held on the 25th June 2020

Appendix 2 The Shareholder Board Report and appendices referred to therein

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SOUTHEND-ON-SEA BOROUGH COUNCIL

Meeting of The Shareholder Board

Date: Thursday, 25th June, 2020
Place: Virtual Meeting - MS Teams

Present: Councillor I Gilbert (Chair)
Councillors T Cox, M Davidson, C Mulroney, R Woodley,
K Robinson, S Wakefield and *K Buck

*Substitute in accordance with Council Procedure Rule 31.

In Attendance: J Chesterton, E Cooney, G Gilbert, A Grant, G Halksworth,
N Hoskins, A Richards, L White, N Laver and R Harris

Also in attendance: F Klepping, G Kauders and S O'Malley (SWAN).

Start/End Time: 5.00 - 6.45 pm

1 Apologies for absence

Apologies for absence were received from Councillor Nelson (substitute: Cllr Buck).

2 Declarations of Interest

L White and A Richards declared a non-pecuniary interest as Council representatives on the Porters Place Southend-on-Sea LLP.

3 Porters Place Southend-on-Sea LLP - Progress Update

The Board considered a report of the Director of Regeneration and Growth providing an update on progress of the Better Queensway project. The report specifically deals with the submission of the 'final proposals' for Porters Place Southend-on-Sea LLP alongside the progress being made in respect of additional affordable housing. The report also provides clarity and assurance regarding the progress update and final proposals to allow Councillors to fulfil their responsibilities.

The Board asked a number of questions which were responded to by the representatives of SWAN and Council officers.

Resolved:

1. That Cabinet be recommended to note the progress made in relation to the Better Queensway project by Porters Place Southend-on-Sea LLP (the "JV"), as set out in section 4 of the submitted report to the Board.

2. That Cabinet be recommended to approve the final proposals on the information provided by the JV, as set out in Section 5 and Appendices 1-3 of the submitted report to the Board (as provided in the Initial Business Plan

agreed in November 2019 “the business plan”) prior to submission of the first planning application for the Better Queensway project.

3. That Cabinet be recommended to delegate authority to the Director of Regeneration and Growth, in consultation with the Leader, to agree any non-material changes to the ‘final proposals’ whereupon any such matters shall be noted for information and reported to the following Shareholder Board.

4. That Cabinet be recommended to delegate authority to the Director of Regeneration and Growth, in consultation with the Leader, to review and assess any further documents that are submitted to the Council by the JV to consider as part of the final proposals process, and to sign off any of these that do not have a material impact on the final proposals appended to the submitted report to the Board.

5. That Cabinet be recommended that it is agreed where information in the final proposals is updated from that in the Business Plan, this updated information will supersede the relevant information in the Business Plan and be adopted as a revision to the Business Plan from the date of approval of the submitted report to the Board.

6. That Cabinet be recommended to delegate authority to the Executive Director (Finance and Resources) to:

a) Complete the Memorandum of Understanding to be made between the Council, the JV and Swan Housing Association that will document the JV’s commitment to offer the Council a minimum of 100 additional affordable homes for social rent;

b) Finalise negotiations and settle the terms of a formal legally binding agreement (the “Agreement”) to capture the principles as set out in the Memorandum of Understanding; and

c) Subject to approval of the Agreement by the Council, the JV and Swan Housing Association, bring a report to the next available Cabinet to approve the completion and entering into of the Agreement.

Chair: _____

Southend-on-Sea Borough Council

**Report of Director of Regeneration and Growth
To**

Shareholder Board

**On
25th June 2020**

Report prepared by: Emma Cooney, Director of Regeneration
and Growth
Shareholder Representative
On behalf of the Better Queensway Partnership Board

**Agenda
Item No.**

Porters Place Southend-on-Sea LLP: Progress Update

A Part 1 Public Agenda item

1 Purpose of Report

This report provides an update on progress of the Better Queensway project. This report specifically deals with the submission of the 'final proposals' as appended to this report for Porters Place Southend-on-Sea LLP alongside the progress being made in respect of additional affordable housing. The report's purpose is to provide the Shareholder Board with clarity and assurance in regard to the progress update and final proposals to allow Members to fulfil their responsibilities.

2 Recommendations

- 2.1 That the progress made in relation to the Better Queensway project by Porters Place Southend-on-Sea LLP (the "JV"), as set out in section 4 of this report, is noted;**
- 2.2 That information provided by the JV, as set out in section 5 and Appendices 1 - 3 of this report, is agreed as the 'final proposals' (as provided in the Initial Business Plan agreed in November 2019 "the Business Plan") prior to submission of the first planning application for the Better Queensway project;**
- 2.3 That authority is delegated to the Director of Regeneration and Growth in consultation with the Leader to agree any non-material changes to the 'final proposals' whereupon any such matters shall be noted for information and reported to the following Shareholder Board;**

- 2.4** That authority is delegated to the Director of Regeneration and Growth in consultation with the Leader, to review and assess any further documents that are submitted to the Council by the JV to consider as part of the final proposals process, and to sign off any of these that do not have a material impact on the final proposals appended to this report;
- 2.5** That it is agreed where information in the final proposals is updated from that in the Business Plan, this updated information will supersede the relevant information in the Business Plan and be adopted as a revision to the Business Plan from the date of approval of this report;
- 2.6** That authority is delegated to the Executive Director (Finance & Resources) to:
 - 2.6.1** complete the Memorandum of Understanding to be made between the Council, the JV and Swan Housing Association that will document the JV's commitment to offer the Council a minimum of 100 additional affordable homes for social rent;
 - 2.6.2** finalise negotiations and settle the terms of a formal legally binding agreement (the "Agreement") to capture the principles as set out in the Memorandum of Understanding; and
 - 2.6.3** subject to approval of the Agreement by the Council, the JV and Swan Housing Association, bring a report to the next available Cabinet to approve the completion and entering into of the Agreement.

3 Background

- 3.1** The Better Queensway regeneration project ("the Project") is a Southend 2050 roadmap project which contributes across all of the themes and outcomes as set out in section 11.
- 3.2** On 12th February 2019, Cabinet agreed a report appointing Swan Housing Association ("Swan") as the Council's joint venture partner to progress the Project. This was the result of a compliant procurement process through which Swan demonstrated how the Council's requirements and aspirations could be met. As provided in that Cabinet report, Swan established a subsidiary company, thereafter confirmed as Swan BQ Ltd, as the Swan Housing Association JV partner, specifically for the purpose of delivering the Project (creating this subsidiary was required due to regulatory constraints imposed on Swan as a registered provider of social housing). For ease of reference these two Swan entities are referred to collectively as "Swan" in this report.
- 3.3** The joint venture legal entity ("the JV"), now named Porters Place Southend-on-Sea LLP, was established in April 2019 as the vehicle to progress the delivery of the Project. Its activities are guided by a business plan. The current version of the business plan ("the Initial Business Plan")¹ was agreed by the JV Board, and subsequently by the two Shareholder Members (these being the Council

¹ **Initial Business Plan:** This is the version of the Porters Place Southend-on-Sea LLP Business Plan which was agreed by the JV Board and its two shareholders in November 2019

and Swan) in November 2019 (Cabinet minute 526 refers) in accordance with the governance procedures.

- 3.4** When the Council agreed Swan as its partner for the Project on 12th February 2019 additional recommendations were also agreed which sought to maximise the level of affordable² homes to rent (minute 737 refers). This commitment has already been considered by the JV as agreed in the draft Memorandum of Understanding (MOU) that a recommendation is sought to approve, above, to deliver at least an additional 100 affordable rented homes at social rents over and above the number of affordable homes delivered by the core scheme (currently 512 in the Business Plan and this final proposals submission). This would be effected through the conversion of private sale units with gap funding provided by the Council i.e. a greater percentage of the total number of homes would be affordable rented homes as a result of this agreement. The parties are progressing a formal legal agreement to contractually secure the principles as set out in the MOU as recommendation 2.6 provides.
- 3.5** Within the Business Plan there is a provision (section 1.2.1) which states *“Quarterly updates against the Business Plan will be reported to the LLP Board and its two Members being Southend Borough Council (SBC) and Swan BQ. The LLP Board, and its 2 Members, will approve the final proposals prior to planning submission.”* This report seeks to provide comment and assurance on the progress update and information presented in advance of a planning submission expected in July 2020. This is a complex regeneration project which will be delivered in phases, therefore the information presented in this report does not seek to address all aspects of the Project as it will see changes as it progresses, however no material changes from this final proposals submission can be submitted to planning without further review by the JV Board and its 2 Members.
- 3.6** This set of final proposals are in relation to the forthcoming planning application, as such they contain summary details of the entire submission. This submission will be a hybrid application covering the highway in detail and the residential development in outline through parameter plans, an Illustrative Masterplan and a detailed Design Code (a document submitted as part of the planning process which combines text and diagrams which fixes and explains the precise

² **Affordable Housing:** housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers):

- a) Affordable housing for rent: the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable)
- b) Starter homes
- c) Discounted market sales housing: is that sold at a discount of at least 20% below local market value.
- d) Other affordable routes to home ownership: includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent)

Explanation based on the National Planning Policy Framework (NPPF) 2019 Annex 2

³ **Reserved Matters Application:** The application for approval of reserved matters form should be used after an outline planning application has been approved. A reserved matters application deals with some or all of the outstanding details of the outline application proposal, i.e. where outline permission has been granted, the JV may, within three years of the outline approval, make an application for the outstanding reserved matters, i.e. the information excluded from the initial outline planning application. This will typically include information about the layout, access, scale and appearance of the development.

requirements for the physical elements, streets, buildings contained within the planning application) for all aspects of the scheme. The phase 1 A housing will subsequently be submitted as a Reserved Matters Application³ (RMA) later in the year. Further sets of final proposals relating to future planning submissions, whether they be phases or other requirements will be brought forward through the same process for approval by the Council over the lifetime of the Project.

- 3.7** The November 2019 Cabinet Report contained a delegation to the Director of Regeneration and Growth, in consultation with the Leader, to agree non-material changes to the Business Plan. (minute 526 refers) This Cabinet Report further recommended that the Council agree with the JV the principles and process of establishing what constitutes the “final proposals” which are to be submitted to the Council for approval and the subject of this report, prior to submission of the planning application. The Council has agreed with the JV the form of final proposals.
- 3.8** The final proposals presented in this report are not the final and exact design for the whole Project, they are a summary of what will be applied for through the planning process. Proposals as to detail and design of future phases not captured within these final proposals nor in an approved business plan, at that time, will be contained in a future report of ‘final proposals’ for that element of the Project as they are submitted to planning.
- 3.9** The role of the Shareholder Board in reviewing the final proposals is to represent the Council’s interests as Shareholder which includes its interests as both body corporate and landowner, and as such to ensure that what is being submitted to planning is in line with the Council’s aspirations and objectives as originally set out during procurement and thereafter developed as the Project progresses and are fully considered in the work of the JV.
- 3.10** It is also important to remind Councillors that the role of the Council as Shareholder is distinct and separate to the Council’s functions as the Local Planning Authority (LPA) acting through its Development Control Committee (DCC). The Council, as landowner, can submit a planning application to itself for DCC to consider. In this case the JV, of which the Council is a 50% partner, will submit the planning application, therefore the Council will have an interest in this application. The Council’s constitution recognises this and there are rules concerning predetermination and bias and the process will be kept under review. The Councillors that sit on DCC will be advised about predetermination and retaining an open mind with regard to the final officer report that sets out the relevant policies and material considerations in relation to the planning application which DCC should consider. Therefore it follows that whilst it may be the case that the final proposals are approved by the Council as landowner, the planning application may or may not be recommended for approval by officers, albeit the JV will work with the Council in its role as LPA, to try and resolve any issues so arising or, alternatively, Councillors who sit on DCC may not agree with the planning officer’s recommendation.
- 3.11** The Business Plan forms the baseline for project progression and future versions of the Business Plan will perform the same function. Therefore, where the information agreed in this set of final proposals updates that in the Business

Plan, this will supersede it and be adopted as a revision to the Business Plan from this date.

- 3.12** The set of documents constituting final proposals in relation to the forthcoming planning application has been submitted to the Council by the JV for review following approval by the Porters Place Southend-on-Sea LLP board on 27th May 2020. Whilst the final proposals will, to a significant degree be replicated in the planning application, they are presented as the attached JV report to confirm in narrative form how the procurement objectives have been met and as a snapshot of the Project at present. These documents have been reviewed by the Council's relevant Council officers and its procured specialist advisors. Commentary and assurance and the highlighting of the main Project risks and mitigation of these resulting from that review are captured in this report so as to assist Members in their decision making in relation to final proposals. Appended to this paper is the report of the JV's Project Director (Appendix 1) and key drawings (Appendix 2), as well as a table demonstrating how the objectives have been met (Appendix 3) and the structure of this report will follow that of the Project Director for ease with an introductory section summarising progress to date.
- 3.13** As set out in paragraph 3.9 of this report the purpose of the 'shareholder' review of the final proposals is to ensure that the JV and the Council's objectives are being met through the scheme being set out, and that the Council is content as a Member of the JV with the scheme being submitted to planning. Therefore, the report will focus on the development of the scheme since it was last presented and analysis of the final proposals in relation to the objectives. Agreeing the final proposals as presented in this report will allow the JV to submit its planning application to the LPA in July and progress with delivering the Project.
- 3.14** The planning application that the JV is submitting will be a hybrid application seeking outline consent for the whole site through parameter plans with detail for the highway, and an Illustrative Masterplan as well as a detailed Design Code for all aspects of the scheme. This will be followed later in the year by a RMA for the first phase of housing. This is a variation to the approach set out in the Business Plan which has been agreed by the JV Board and is to maintain the pace of the Project and therefore stay on course to meet the deadline for the Housing Infrastructure Funding (HIF) of £15 Million secured from Homes England for the Project with a condition that these funds have to be spent by March 2023.

4 Progress Update

- 4.1** Updates on the progress of the Project have been provided to the Council and are summarised below.
- 4.2** The JV and Swan have introduced themselves locally to residents and stakeholders in the context of the Project and the JV has embedded a Community Liaison Officer at the heart of the community engagement work.
- 4.3** The Project Director has confirmed that the project team has been supplemented with two Development Managers from Swan assisting with the

detailed work in relation to residential and non-residential uses within the masterplan. A full time Senior Development Manager is in the process of being recruited and is expected to be in post by summer 2020. The full design team, including all sub-consultant disciplines, has now been appointed.

- 4.4** A Housing Needs Survey to understand the needs of those who currently live on the Queensway estate, has been completed. The results of this, in parallel with the analysis of site and delivery constraints, are informing the configuration of the first phase of housing to ensure that suitable homes can be provided for the first residents to move in line with the phasing strategy for the Project. These surveys are to be undertaken every 6 months and a new survey is now due to be undertaken to give up to date information to the JV to aid and assist the development of the RMA for the first phase of housing (phase 1A).
- 4.5** Two periods of public engagement and consultation were held over the autumn-winter period of 2019/2020 meeting the Council's objective of "*keeping all relevant stakeholders engaged and informed in an open, honest, timely and appropriate way*". These were widely advertised, undertaken through a range of media and attracted good levels of interest. There have also been sessions specifically for Councillors, residents, businesses and the Youth Council. The second consultation period was extended to accommodate the level of interest and number of groups to be engaged. The consultations were to gauge opportunities in relation to the Project, ensure the wider community in Southend, but particularly residents of the estate, feel that they are part of the Project and able to shape and influence it, and to understand views on high-level principles, building on the consultation which the Council undertook in 2017 and the requirements set out in the procurement with a view to informing the final proposals. These sessions were very well attended (see Appendix 2 drawing 1). They also form part of the planning process and a summary will be included within the Statement of Community Involvement³ which will be submitted as part of the planning application.
- 4.6** The consultations have captured quantitative and qualitative feedback, particularly hearing the 'resident voice' of their lived experience of life on Queensway currently and hopes for the new development.
- 4.7** The feedback from the consultations has largely been in support of the regeneration with particular support for measures to improve safety and security, greening and environmental sustainability, locally affordable homes and safe pedestrian crossings. Concerns and alternatives / options were also raised in regards to the highway in particular. These are addressed in section 6 of this report. All the feedback will be captured in a report within the Statement of Community Involvement as part of the planning application which will bring together both rounds of public consultation and all feedback received with a more detailed breakdown of responses.
- 4.8** Additional design work and generation of options has been undertaken in response to the feedback, particularly in relation to the highways design. While this has led to a slight delay in the timetable for submission of a planning application, it is illustrative of authentic consultation where feedback has genuinely been used to explore options and ideas. A preferred highways design

³ **Statement of Community Involvement** is the explanation of public participation in the preparation of development documents.

has been selected by the JV design team and this is the one included within these final proposals. This scheme has been through vigorous testing and iterations and the submitted scheme is the only scheme that proves to meet the Council and JV's objectives and viable and importantly, deliverable by the JV. If any amendments are required in advance of the planning submission, as a result of the ongoing transport modelling these will be presented to the Council for review. . If these changes are non-material they can be signed off through the delegation detailed at paragraph 2.3 above. If the changes are material this will trigger a new final proposals process.

- 4.9** The Highway scheme has not changed significantly from that approved when selecting our partner in February 2019 and remains at grade throughout as already agreed by the Council.
- 4.10** Subject to final proposals being agreed by both the Council and Swan, the JV is intending to submit a hybrid planning application in July which will be outline⁴ for the whole site and detailed for the highway. This is with a view to starting on site in 2021. This is important both for expedient delivery of the Project which was sought by the Council during procurement and has been fed back by residents, as well as to meet the Housing Infrastructure Fund (HIF) milestones and deadlines requiring to be spent by the 31st March 2023.
- 4.11** The Environmental Impact Assessment (EIA) scoping report was submitted by the JV to the Council as LPA on 30th April 2020 as part of the usual planning application process. This publicly available document includes information about the possible total scope of development for comment and is not a commitment to delivery of the exact numbers and mix contained therein. Consultation responses have not yet been received from all agencies due to their adjusted working practices under the Covid19 lockdown. The result of this may be that the process identifies issues which need to be addressed prior to submitting a planning application. The extent of these possible changes will determine whether the final proposals need to be adjusted, and whether these amendments can be dealt with through the delegated authority detailed above or whether a second final proposals submission is needed. However, early engagement with consultees did not highlight any issues.
- 4.12** Separately, but alongside the work of the JV, the HIF grant agreement was signed by the Council and Homes England in December 2019 which is an important milestone in securing the funding and the terms under which it must be used and monitored.

5 Final Proposals

- 5.1** The report of the JV's Project Director summarises the scheme being submitted for final proposals and sets out how it has developed in line with the JV and Council objectives and Business Plan. The rest of this report, will seek to follow the structure of the JV Project Director Report (Appendix 1) for ease, highlighting changes which have come about through the development of the final proposals and providing commentary/assurance relevant to these different

⁴ **Outline planning permission:** This is not a permission to start work on site. The permission notice will state which matters have been reserved for later approval. When all of the reserved matters have been approved, work may begin on the site.

sections. Appendix 3 maps the final proposals against the procurement objectives for completeness.

- 5.2** The Council's specialist advisers have reviewed the report. That review identified a number of areas that required clarification and points that needed to be resolved. The material points are addressed in this report, the non material points are capable of resolution subsequent to this report and will be addressed separately with the JV.
- 5.3** Councillors are reminded that the JV's Project Director's report has not been prepared by the Council and is a report of the JV that the Council needs to consider. Therefore, the Council, the JV and Swan may have differing views of some points of the process or documentation. The intention is for Officers to collate a table of such matters and return this to the JV for consideration. All points will need to be addressed prior to the JV planning submission, as such, if any issues arise in settling these points these would be brought back to the Council for review prior to this submission.
- 5.4** Section 1 of Appendix 1 provides an Executive Summary of the Project and work undertaken in developing it. It is important to note that a number of elements of procedure are incorrect, however, the general briefing of the scheme is accurate. These elements have been corrected within this cover report. One example to highlight is paragraphs 1.3 and 1.12 of the appended report referring to 'material/non-material' changes. The Council reviews all changes from the original scheme and can comment and accept or decline any of these.
- 5.5** Assessing whether changes to the scheme impact on the objectives is a complex assessment as one change could have a direct or indirect impact which may be considered significant. For example, an increase in housing numbers may be considered positive and in line with the objectives but if the consequence of this is reduced green space this may contradict another objective. Members should be reassured that Officers and project specialist advisors are reviewing all changes in view of this complexity and not looking at matters in isolation.
- 5.6** Sections 2-7 of the report provides background to the JV and final proposals which sets the scene and historical context.
- 5.7** Section 8 "Design and Planning" sets out a summary of the scheme being presented for final proposals. One significant omission from the report is a summary of the approach to planning that is being taken, and in particular the actual planning submission. As explained elsewhere in this report the planning submission includes the following elements:

2.6.1 Detailed Highways design application;

2.6.2 Outline application for the remainder of the scheme, including:

- i. Parameter plans – showing the development parameters that could be brought forward on the scheme such as housing numbers (between 1,669 and 1,760 homes), parking ratios (0.5 to 1 per home) and height limits and where they sit on the site (up to 18 storeys);
- ii. Illustrative Masterplan for the lower of these parameters; and

- iii. A detailed Design Code setting a number of elements of the look and feel of the housing and other development and design principles that will underpin the future reserved matters applications
- 2.6.3 Following the significant omission as referred at 5.7 above being raised with the JV an explanation was received relating to the JV planning approach and the parameters being applied for. This is summarised below at 5.7.6 to 5.7.22.
- 2.6.4 The final proposals process is in place for the JV Board to review and approve each submission to planning and for this then to be presented to the two Members/Shareholders of the JV for them to review, comment on and if appropriate, approve. The final proposals process must be completed in advance of any planning submission and must be approved by the JV Board and two Members. The final proposals presented must be an accurate representation of the specific planning submission to be made but can be presented in summary form, for ease of understanding.
- 2.6.5 Any changes in the information to be submitted to planning following approval of the final proposals must be approved by the JV Board and two Members before the planning submission. If these changes are not material these can be reviewed, and if appropriate, approved by the Council through the delegation at 2.3. If material changes occur this will trigger a new final proposals process to the JV Board and two Members.
- 2.6.6 The hybrid application is for the highways solution in detail (comprising scale, appearance, landscaping) and the development plots in outline. It is important to stress that for the outline elements, only the principle of the development would be approved within the building envelopes applied for through the parameter plans. The future details of exact height, use and amount of development within buildings, as well as external appearance of buildings, access and landscaping would all still need Council approval – in the form of RMAs, although many elements of this will be set by the Design Code that is submitted with this final proposals process.
- 2.6.7 The outline element of the application is formed of the Parameter Plans and this Design Code.
- 2.6.8 The Access, Land Use and Building Heights Parameter Plans establish a three-dimensional volume of development, defining maximum heights, and footprints of buildings and location of access routes that would break up the built form. The Design Code then adds a further layer of principles to lead subsequent RMAs. The illustrative masterplan is one possible example of how a scheme could respond to or be in accordance with the parameter plans and the principles of the design code. It is an illustrative form of buildings into which different mixes of accommodation, in line with the parameter plans and design code, could be placed.
- 2.6.9 The individual phase detail will be dealt with through a RMA brought forward on a phase by phase basis based on the principles approved in

the Design Code as you would typically expect for a scheme of this timescale and complexity.

- 2.6.10 The individual phase reserved matters applications will each have to demonstrate compliance with the parameter plans i.e. they will need to fit within the envelope established and will also need to demonstrate how they comply and respond to the Design Code. For each individual reserved matters application, appropriate assessments to ensure this all works and complies with the wider scheme will have to be provided for example townscape/visual impact assessments, daylight sunlight analysis and wind and microclimate analysis. It will not be possible to depart from the parameter plans or the Design Code without the Council's approval through the final proposals process or the LPA through the planning process. The RMAs will each reference these documents through the final proposals and planning process, and officers and members will have the opportunity as highlighted above to determine the details of each future phase.
- 2.6.11 The illustrative masterplan as presented is just one example of how this project could eventually be delivered and is a way of setting out how the project could be brought forward at this point in time.
- 2.6.12 The JV have approved the outputs from the illustrative masterplan which demonstrates capacity for 1,669 homes based on an assumed accommodation mix of 40% 1 bed homes, 50% 2 bed homes and 10% 3 bed homes. The form of the illustrative masterplan fits within the parameter plans and is compliant with the proposed design code for the scheme.
- 2.6.13 The exact number of each dwelling type in an individual RMA will be aligned with the unit mix parameter which allows between 40 – 50% 1 bed homes, 40 – 50% 2 bed homes and a minimum of 10% 3 bed homes to be delivered across the scheme and in each phase.
- 2.6.14 The JV is seeking this flexibility in order to allow for evolving decant requirements phase to phase as the housing needs of existing secure tenants and the proportion of secure tenants wishing to return to new homes on the new estate, along with market needs, will vary over the course of the delivery of this long-term project.
- 2.6.15 The exact unit mix for an individual phase will be fixed at the point each RMA is brought forward and the JV and the two Members, will approve each of those through the final proposals process.
- 2.6.16 As a result of the application of the range of accommodation across the whole of the illustrative masterplan, it is also possible to accommodate up to 1,760 homes within the same illustrative masterplan i.e. within the same footprint of the plots.
- 2.6.17 The hybrid planning application will therefore reference a maximum of 1,760 homes and any affordable housing viability assessment required by the LPA will also likely be run on the 1,760 home number.

2.6.18 For Environmental Impact Assessment (EIA) purposes, the EIA assessments have been run based on a higher level of homes of up to 1,800 homes where the number of dwellings informs the outcome in line with the screening opinion submitted for up to 1,800 homes or the relevant maximum parameter, however the planning application is limited to 1,760 homes.

2.6.19 As an illustration of how this same illustrative masterplan with the same floor area assumption could accommodate a number of different mixes within it; we have prepared the following examples:

| Total Homes | 1b/2p | 2b/3p | 2b/4p | 3b/5p | 3b/6p |
|-------------|-------|-------|-------|-------|-------|
| 1669 | 40% | 0 | 50% | 9.7% | 0.3% |
| 1729 | 40% | 25% | 25% | 9.7% | 0.3% |
| 1760 | 50% | 20% | 20% | 9% | 1% |

2.6.20 The Illustrative masterplan at 1,669 represents the minimum proposed number of dwellings and there is also a proposed cap on the commercial floorspace across the masterplan of 10,000 sqm.

2.6.21 As the above analysis has shown the Design Code is a critical document as once approved through the planning process all RMA's will need to comply with it. It therefore sets many key principles for the development of housing, commercial and other uses. The previous scheme complied with the Design Policy and Principles document developed for the procurement process, and there is a need for the JV to continue to comply with this Design Policy and Principles document through this new Design Code.

2.6.22 The Design Code is still being developed, however, there is a commitment from the JV that the new Design Code will comply in full with the previous Design Policy and Principles document. As such the delegation at 2.4 will be used to review the Design Code, before it is submitted to planning, to ensure it does comply with this document. If there are any non material variances from this Design Policy and Principles document these can be approved through this delegation, however, if there are any material amendments this will trigger a second final proposals process.

5.8 Appendix 3 (summary table against objectives) captures how the final proposals meet the original objectives as were agreed by the Council on 13th February 2018 (minute 743 refers) prior to procurement. There was also a set of minimum criteria which were:

5.8.1 Demolition of the four tower blocks

5.8.2 An increase on the 441 affordable homes currently on site

5.8.3 Delivery of a highways scheme with four lanes

5.8.4 Equivalent tenancy terms and conditions under an assured tenancy for existing Queensway tenants who return to the site

The overview provided in Section 8 confirms minimum criteria b) and c) with supporting documentation confirming criteria a) and d).

The Project must also be financially viable. The bid submission and business plan set out a financially viable scheme that Swan considers will meet the required hurdle of 15% profit on Sales Gross Development Value (GDV), subject to certain amendments to the legal suite as a result of inconsistencies in Swan's model at contract close. This is explained in more detail in the assurance section and financial implications section below.

- 5.9** Sections 9-14 provide a position of the final proposals and section 15 outlines the changes made in reaching this set of final proposals.

5.10 The table below captures against a series of themes a summary of the scheme being presented through final proposals and officer and advisor commentary upon these. This is then mapped against the procurement objectives in Appendix 3*.

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
|--|---|--|
| a) Housing - See Appendix 1 Section 11 & Appendix 2 drawings 2, 6, 7, 14-18. | <p>The previous scheme, included within the Initial Business Plan, contained 1,658 units. The planning application to be submitted by the JV has increased housing numbers as a result of significant work carried out in the intervening period. The outline planning application is being submitted with a set of parameters for development. In housing numbers this is for a development that will deliver between 1,669 and 1,760 homes (an increase of between 11 and 102 homes). These plans are shown in Appendix 2 along with the Illustrative Masterplan. This Masterplan shows how the lower of these parameters (1,669) could be developed on the site.</p> <p>As the scheme design progresses there may be an opportunity to increase this number. A reduction in the total number of homes from these parameters (1,668 minimum) would have to go to the JV Board and the two shareholders for agreement.</p> <p>The number of affordable homes in the illustrative masterplan remains at 512 and the mix of bedroom sizes is in line with the previous</p> | <p>The Council's housing team welcomes the overall affordable housing numbers increasing from 441 to 512 which represents 30.61% of the overall housing delivery on site. This will contribute to developing a sustainable community on the new site moving forwards. This is also in line with the housing numbers contained within the previous scheme shown in the Business Plan.</p> <p>The wider phasing plan and associated affordable housing therein will need to meet decant needs of current tenants of the Queensway estate which will be monitored and agreed via the Housing and Decant Work stream meetings. There have been a number of changes to the phasing plan from the previous scheme, these are highlighted below in this report.</p> <p>In terms of wider housing considerations, improved levels of natural surveillance are welcomed and will be beneficial for housing management. Improved areas of amenity space in regards to the public open spaces and play spaces will assist with the health and wellbeing of residents.</p> |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
|--|---|---|
| | scheme. Further detail of the housing submission is included within Section 11 of the JV report (Appendix 1) and the drawings and diagrams in Appendix 2. | |
| b) Massing - See Appendix 1 Section 15.2 & Appendix 2 drawing 5. | <p>There have been a number of changes in massing from the scheme included within the Initial Business Plan. These have been as a result of requirements that have arisen over the intervening period. The key reasons for changes are as follows:</p> <ul style="list-style-type: none"> • Concerns from the LPA in terms of the massing on the site in some locations (for example along Sutton Road) • A change in parking strategy that has removed basement parking and increased height to accommodate parking being located in podiums at the ground floor • A change in energy strategy that has required additional plant and equipment to be located on roofs, increasing height • A need for additional housing to increase viability as a result of costs identified within the scheme. <p>This has resulted in additional height in strategic locations, changes in layout that have changed green space provision and changes in massing to</p> | <p>While important work still remains to be done on establishing a suitable massing approach for the scheme there has been a very positive direction of travel on this matter since the initial bid stage. Massing is captured in this submission through 2 main elements:</p> <ul style="list-style-type: none"> • Parameter Plans – These show the potential massing on the site and applies for outline permission to develop a scheme of this massing on the site. Detailed design would however be subject to RMAs. This parameter plan is in line with the Indicative masterplan included at Appendix 2 and shows height in the same locations as well as the extent of parking etc. This is included at Appendix 2. • Illustrative Masterplan – This is a more detailed representation of the potential scheme at the lower end of the parameters (1,669 homes) shown in Appendix 2. This shows the potential massing for this scheme. |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
|---|---|--|
| | accommodate LPA comments. | These have both been reviewed by the Council and whilst there is still work to be done they show good progress. |
| c) Basement extent & parking strategy - See Appendix 1 Section 15.3 & Appendix 2 drawing 8. | There is a reduction to the extent of the proposed basement area which contained parking as illustrated in the bid scheme due to site constraints identified post-bid. The proposed solution is to allocate the majority of car parking in podium ⁵ and multi-storey car park structures with some temporary solutions to support individual phases. | <p>This approach does not present any particular challenges from a planning aspect. There will however be significant impacts on the look and feel of the site due to parking uses being based at street level and a significant new multi storey car park being introduced. The detail of how these challenges will be addressed will be through the RMA process.</p> <p>The introduction of 20% of spaces having EV charging and pre-wiring for the rest is welcome.</p> |

⁵ **Podium parking** is parking provided under a building at street level i.e. it is sheltered under a building that is elevated.

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
|---|--|--|
| <p>d) Building heights - See Appendix 1 Section 15.4 & Appendix 2 drawings 4-6.</p> | <p>Some of the buildings proposed in the final proposals scheme are taller than was set out in the bid submission. However they will be lower (due to the Queensway site sitting lower due to the lay of the land) than the tallest building at the bottom of Victoria Avenue (Alexander House). To be clear this means that whilst 2 of the proposed building are slightly higher in actuality (if stood side by side to Alexander House) if a horizontal line was draw across the top from Alexander House (including the mast) the proposed buildings would be very slightly shorter. This in line with guidance received from London Southend Airport. The tallest building in the scheme (including plant) is proposed to be 62.1m measured to the flue. This is 16.67m higher than the tallest building on Queensway currently.</p> <p>This is partly driven by changes to environmental regulations and the need to accommodate renewable technology in the overall building design and height. Also due to the introduction of communal areas on the ground floor.</p> | <p>If the heights now proposed are not objected to by the airport, which the Council is advised is the case, then the principle of buildings this tall is unlikely to raise issues on other design grounds. This matter would be the subject of further consideration on specific parts of the site through the landscape visual impact assessment, parameter plans, design code and the individual reserved matters applications. Collectively this should offer sufficient control to ensure a suitable design response.</p> <p>The Council's and JV objectives require the development of a scheme that limits height. The aspiration of the Council was to limit height to 12 storeys whilst also balancing the need to deliver higher amounts of parking and increases in affordable housing.</p> <p>The new scheme presented through final proposals does not provide any more affordable housing or parking and significant new height. This additional new height has been required for the following reasons:</p> <p>The basement car parking has been removed from the previous scheme as upon more detailed analysis it was proving a significant drag on viability due to the costs of excavation and was an impediment to the phasing strategy that has been developed.</p> |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| | | <p>Car parking has therefore largely been moved up a level, to the ground floor in a podium approach necessitating an additional floor to be added to a number of the blocks.</p> <p>Due to the predominantly parking use at the ground floor it was necessary to try and activate the frontages in order to improve the quality of the environment and improve security. Therefore alongside these parking uses more commercial and community concierge space has been added at ground floor level. This helps mitigate the issue of inactive space through car parking fronting the street level.</p> <p>Due to changes in the energy strategy there has been a need to locate additional plant and equipment on the roofs of the blocks. This has increased height by a storey.</p> <p>A number of these changes have caused significant challenges to the viability of the scheme. These costs are largely being recovered through increasing the number of the units on the site, by between 11 and 102 units (as per the parameter plan). In addition, due to the additional height this provides more high value units with sea views enabling a premium to be charged for these homes.</p> |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| | | <p>The JV has sought to balance the needs of the scheme in terms of viability and delivery with the need to try and limit height whilst maintaining car parking and affordable housing numbers. Of these three factors it was felt that height should be increased rather than the other two factors reduced, the additional height has been limited as much as possible and therefore additional height shown is warranted.</p> |
| <p>e) Highways alignment - See Appendix 1 Section 10 and section 15.5 & Appendix 2 drawings 1,5,6,7,11.</p> | <p>Due to the significance of the highway being the only part of the planning application below this a detailed submission this is referenced more fully in section 6 below.</p> | <p>Please see section 6 below.</p> |
| <p>f) Phase 1A & Porters Park See Appendix 1 Section 15.8 & Appendix 2 drawings 1,5,10,12.</p> | <p>Within the scheme shown in the Initial Business Plan a larger Porters Park space is included than the one included within the final proposals submission. The principle reasons for the reduction in scale of this space are as follows:</p> <ul style="list-style-type: none"> • Changes in massing across the site that has necessitated a new building to be added to the East of the park to accommodate homes and parking. The reason this block was located here was that it was felt that the reduction in green space in this location would not fundamentally reduce the activities that | <p>The new approach leads to a smaller main park area than was reviewed in the Initial Business Plan, but this space is not lost, it is redistributed across the site.</p> <p>The success of this approach will be dependent upon the quality and usability of the spaces created. Although the revised approach makes this more challenging it assists the project in other regards and it remains possible to create good quality usable open spaces across the site. This is a matter which can be addressed through the planning application stage of the process.</p> |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| | <p>could take place in the park. This has also led to the redistribution of this green space to other locations across the site. This has resulted in an additional benefit of improved accessibility of the area and providing a green link from the park towards the town centre. Overall the area of green space is in line with the previous scheme and the area will benefit from significantly more green space than is found there currently.</p> <ul style="list-style-type: none"> • The Park has also been brought forward in the programme. This is to facilitate a better living environment being achieved earlier in the scheme and to activate the earliest occupiable spaces and provide support for them through the community concierge service. | |
| g) Cycling - See Appendix 1 Section 15.9 & Appendix 2 drawings 1,2,3,9. | <p>The overall cycling routes have not significantly changed from the bid submission. Various options around Short Street and the South section of the Queensway have been reviewed to enhance the current network of Cycle Lanes.</p> <p>Secure cycle stores will be contained within the curtilage of each residential building for residents. Extra external public cycle storage units are planned strategically across the site to encourage</p> | <p>The proposal links with the existing town centre cycle ring route to provide improved north/south connections. The addition of cycle crossing points assists with east west movements, which is a significant improvement of the existing situation.</p> |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| | visitors to cycle and remain and use the park and plaza. | |
| h) Street planting - See Appendix 1 Section 15.10 & Appendix 2 drawings 9,10,12. | Additional green space which did not feature in the bid proposal has been added across the rest of the development, including a green link ⁶ from the park towards the town centre. The green space at the heart of the development is slightly smaller than in the bid proposal, but would not fundamentally reduce the activities which could take place there. Overall the area of green space is in line with the previous scheme and the area will benefit from significantly more green space than is found there currently. | It would be helpful to have a clear written commitment to at least 2 for 1 replacement planting. This has been agreed verbally however. This is a matter which can be addressed through the planning application stage of the process. |
| i) Phasing strategy - See Appendix 1 Section 9 & 15.1 & Appendix 2 drawing 8. | <p>At all times, the JV will seek to ensure that the construction programme is as short as reasonably practicable, will not exceed peak funding capabilities and will provide a regular income from exchanges and completions.</p> <p>The Business Plan shows this first phase of housing to be constituted of 267 homes. The mix of these homes has been adjusted in response to the Housing Needs Survey to enable the first residents to move from their current homes to be accommodated.</p> | <p>It is important to note that an implication of the altered phasing is that some residents will enjoy new homes sooner than the tower blocks are demolished.</p> <p>The changes in phasing have been as a result of research, contractor engagement and market review. The overall scheme is still completed at the same pace, however, the delay in some phases and longer phase completion dates reflect this research.</p> |

⁶ **Green link** - is a wide street that has a pocket park within it

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| | <p>There have been some significant changes to the phasing of the scheme based on a more developed constraints plan and early contractor involvement. This has led to many of the phases taking longer than previously anticipated and the need to reorder some elements, however, the overall scheme is still due to be completed in line with the original programme.</p> | |
| <p>j) Energy Strategy - See Appendix 1 Section 15.12</p> | <p>The energy strategy for the site has changed as referenced elsewhere in this report. The principle reasons for the change have been government regulation that has defined the previous solution as not meeting its environmental requirements. The new strategy is a phase by phase decision process whereby one of a set of four strategies will be selected on an incremental basis in order to best reflect government regulation and the appropriate solution of the site.</p> <p>The programme presented in the Business Plan is slightly delayed due to the additional consultation and design work as set out in paragraph 4.7 of this report.</p> | <p>Whilst early discussions have indicated this will be the case, any deficiencies will be picked up at the planning stage.</p> <p>In terms of environmental sustainability it is envisaged that this will be an exemplar scheme.</p> |
| <p>k) Commercial and non-resi uses - See Appendix 1 Section 15.13 & Appendix 2</p> | <p>Significant work has been undertaken since the adoption of the scheme in the Initial Business Plan. This has led to a refinement in the potential commercial solution for the site and changes in</p> | <p>The non-residential element of the proposal is important in achieving some of the wider objectives of the Project and this aspect of the scheme should offer a positive contribution to the</p> |

| Theme | Scheme Development & Summary of Final Proposals | Officer Commentary |
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| drawing 7. | some of the locations. Overall the quantum of commercial and non-residential space remains consistent with the previous scheme. Further detail will be developed through the RMA process. | area. |
| l) Queensway South & Porters House interface - See Appendix 1 Section 15.14 | As a result of the change of the Highway realignment from the bid submission, the proposals look to capitalise on the reduction in corridor width of the proposed Queensway south of Southchurch Road. | Work is ongoing on developing this aspect of the scheme, but it should offer the scope to improve the setting of Porters House. |

6 Highways

- 6.1** The highway design will be presented in detail in the hybrid planning application. The highway design and associated environmental measures, such as drainage and Sustainable Urban Drainage Systems (SUDS)⁷, have undergone an extensive options analysis and design process. This has refined the indicative design to arrive at a preferred solution that will be tested via Southend's multi-modal traffic model when the planning application is made.
- 6.2** The multi-modal traffic model has formed the basis of the A127 schemes (including the bidding process) along with assisting in the evaluation of major developments for the last ten years. This model has been updated with the 2019 traffic count data. This data has included the August bank holiday (which was a dry, warm and sunny day) to provide a robust traffic model.
- 6.3** The model is now based on 2019 traffic data and has been further developed to take into account a growth factor (set by Government) and known developments in the town. The model now runs to a predicted 2023 traffic level for both the morning and afternoon peak flows. The Project's traffic movements are being applied to the model by the JV's highways consultants to fully demonstrate the impact. A series of eight indicative journeys has been modelled to ascertain the effect of the scheme, including a prediction of how drivers' behaviour will be modified to have wider network effects. This process provides an indication of the effect the scheme has on the indicative journeys along with suggesting areas of the wider network where mitigation may be required.
- 6.4** Initial feedback shows that whilst there may be a small increase in journey times which the JV's highways consultants believe could be mitigated by changes at Victoria Gateway, where a minimal intervention could realise benefits that bring the scheme back to a status quo position. The completed modelling information and its impact will be presented as part of the planning application.
- 6.5** However, the traffic modelling, both Saturn (network) and VISSIM (scheme level) have yet to be finalised. So, further commentary is not yet possible as amendments to the highway alignment may be required. This carries a risk to the final proposals process. The JV have included the preferred option for the highways design that will be submitted to planning, however, due to the need for this work to be finalised there is the potential for the highways scheme to change before planning submission.
- 6.6** Through the consultation and design process a range of comments and concerns were raised in regards to the highway design. Some highlighting that the focus should be on the quality of place rather than on highways and others identifying concerns and ideas as to how they might be addressed. This design is being tested and is undergoing detailed traffic modelling to ensure that this option works and subsequently submitted as part of the hybrid planning application in July. As explained above this will be reviewed by the Council and if it leads to no, or non material changes this will be approved through the delegation at 2.3 of this report. If material changes arise from this work this will trigger a second final proposals process.

⁷ **Sustainable drainage systems (SuDS)** are a type of drainage designed to manage surface water runoff, in a more sustainable, natural way than by conventional drainage such as via gulleys and pipes.

- 6.7** Walking and cycling connectivity and permeability were also key aspects of the Council's aspirations for the Project. The information presented at bid stage, in the Business Plan and through drawings shared more recently confirms that there will be improved walking and cycling links across and connecting the site. See Appendix 2 drawings.
- 6.8** In addition to the traffic modelling the JV's highways consultants have been working on drainage and wider environmental proposals that could have a significant advantage for the town. The town centre area currently forms the catchment for the sea front area. Therefore any reduction of upstream pressure on this system would bring benefits to a wider area of Southend. This is being achieved via a mixture of SUDS and the addition of an attenuation tank where the underpass is currently located. This will provide a significant reduction in discharge rates into the Anglian Water drainage system.
- 6.9** Following on from the first round of consultation, various options were explored by the JV Design and Highways consultants. A summary of these has been supplied below and are also illustrated in Appendix 2 drawings 18 & 19.

"Queensway alignment studies

- *The existing Queensway road corridor is approximately 32 metres wide. Whilst the proposal still maintains Queensway as a high vehicular capacity road of four lanes at-grade, it released nearly half of the original road surface area back to other uses within the masterplan. To find the ideal alignment within the existing road corridor, three alternative alignments were studied with the wider design team as a part of the masterplanning process. A major constraint was the location of an existing 1.3 metre diameter surface water trunk sewer that pass under the Queensway. Three alignments were tested; a northern, central and southern alignment. Collectively, it was concluded that Queensway should follow the northern alignment as this provided the best geometry for the highway in balance with the other wider masterplan objectives. The central and southern alignment in particular resulted in a poor geometry at the roundabout, which was inefficient. The resulting alignment has added space for walking, cycling, tree planting, and Sustainable Urban Drainage that support the wider masterplan objectives.*

- *Design Speed 20 or 30mph*

Studies were undertaken on the effects on the road and roundabout geometry of a 20 or 30mph speed limit. The 20mph speed limit results in a 'tighter' geometry as forward visibility and stopping sight distances are reduced. A lower speed limit would also lessen the formality of the pedestrian crossing points from controlled to uncontrolled. The 30mph geometry was chosen in consideration of the importance given to the movement of traffic on Queensway. The road has been designed with regular 'features' and the additional kerb side activity the development will create will promote a lower and consistent speed unlike the current Queensway.

- *Coleman Street*

A study was undertaken of potentially opening Coleman Street to Queensway to allow another route to Sutton Road. The junction with Queensway would have to be a left-turn-in-left-turn-out owing to its proximity to the Short Street/Chichester Road junction. Concerns were raised, including at the public consultation, on the potential of rat-running on an existing low trafficked residential road. Restrictions were considered allowing only access to 'residents' however this was fraught with difficulties. The impact to the proposed park of a new junction and the footways and cycle lanes were seen to outweigh the benefits.

- **Roundabout Left Turn Flare**

A left turn flare from Queensway to A13 Southchurch Road eastbound was considered. The length of the flare lane was constrained by building plots within the masterplan. The flare length that could be realistically provided could not provide the free-flow that was assumed when it was proposed. The flare would also increase the distance pedestrians would have to cross from 4 lanes to 5 lanes. This would result in traffic waiting longer negating some benefit of providing the flare. Also, the speed of left turn traffic would be higher and there was concern on the safety implications for the pedestrian crossing on Southchurch Road arm."

7 Commitment for Additional Affordable Homes

- 7.1** The JV, the Council and Swan have reached agreement on a Memorandum of Understanding (MOU) whereby the Council will be given an option to gap fund or acquire at least 100 additional affordable social rented homes. It is then entirely at the Council's discretion whether to exercise this option, and if so, how many of the homes it wishes to take up. Authorisation to sign this MOU is being sought via this report to Shareholder Board, and subsequently to Cabinet.
- 7.2** The MOU will be formalised into a contract, as detailed earlier in this report, that will enable the Council to fund and draw down these homes. To note, as a legal document which includes commercially sensitive and confidential information, the MOU is not contained within this report, however, it was negotiated and finalised with assistance from the Council's legal and financial advisers. They have reviewed the agreed version and confirmed their recommendation that it is signed by the Council.
- 7.3** Whilst the option will be for a minimum of 100 additional homes at social rents, the Council is not prevented from drawing more homes down through this agreement or making a request to gap fund or acquire more homes through a separate arrangement at any time in the future.
- 7.4** When appointing Swan as the JV partner the Council also agreed additional recommendations which sought to maximise the level of affordable housing for rent and whilst this MOU supports this and the legal agreement will contribute towards this recommendation the Council also agreed that any surplus funds the Council receives should be reinvested in social housing therefore there is

the possibility at a later stage of the Project to utilise any surplus in these additional acquisitions.

8. Assurance

8.1 There are a number of levels of assurance which are not specific to this report but which are built in to the Project in its totality and are therefore worth noting:

8.1.1 The Council is a 50% partner in the JV and therefore makes up half of the JV board.

8.1.2 The Council has multiple roles in regards to the Project: as Shareholder (as is being exercised for this report), as landowner (which comes with a set of requirements in relation to the Project), as funder through its Junior Loan into the JV, and as the Local Planning Authority (LPA) (although it is crucial to note that this is not a protection provided via the JV itself).

8.1.3 The partnership documents and legal suite, including the business plan, set out the legal arrangements between the parties and offer a number of protections.

8.1.4 The agreed Business Plan also provides a remit for current activity and a baseline for the Project.

8.1.5 As the Project progresses further final proposals and business plans will need to be approved by the Council as Shareholder therefore it has a rolling oversight as to the next stages as the Project advances.

8.2 Specifically in relation to this report the information has been reviewed and analysed in the context of the Council's procurement objectives, the position as at bid submission and the agreed Initial Business Plan by Council officers and its specialist procured advisors.

8.3 The following comments have been provided by the Council's lead advisors 31ten Consulting (31ten) who have supported the Project through its development and procurement process and continue to do so. They have reviewed the final proposals submission to provide assurance on the completeness and reasonableness of the document. The results of this exercise are detailed below:

8.3.1 31ten has reviewed the final proposals made by the JV to the Council. The key themes emerging from this review are as follows:

8.3.2 The JV has undertaken significant consultation and work on the Bid scheme to develop an updated proposal that reflects the practical challenges of delivering the site whilst also being as closely aligned as possible to the JV objectives. This has resulted in a number of changes to the scheme, programme and approach to the delivery of Better Queensway.

- 8.3.3 The documents submitted contain the majority of these changes and high level explanations for their inclusion. A number of these changes have a positive impact in light of the objectives such as the additional cycling routes, additional water attenuation provisions and changes in massing to the north of the site. Other changes present a negative impact on the objectives, but are argued to be necessary for the delivery of the scheme, such as the increase in height of a number of the blocks, the change in parking strategy that would have significant impact on look and feel of the scheme and change in the size of the park (offset by additional green space elsewhere).
- 8.3.4 These types of changes are common for a project of this type as the scheme submitted through procurement is by necessity a scheme based on limited evidence. The additional work undertaken typically results in changes that are both positive and negative. The challenge is to ensure the balance still appears appropriate.
- 8.3.5 31ten's review has shown that this balance has clearly been a strong driver of the work undertaken to date and the proposals that have been submitted stay close to the spirit of the scheme submitted through the procurement. There are however key changes that depart from the Council's objectives that need to be reviewed and for the Council to ensure it is content with these departures.
- 8.3.6 It should be noted that there are a series of risks still outstanding that are referenced throughout this report and that Members must be aware of when agreeing the recommendations. In particular we would raise the following:
- i. Financial viability – In submitting the new scheme for final proposals review an inconsistency was highlighted in the way financial viability was being assessed by the JV compared to the provisions in the legal documentation. This has been discussed in detail with the JV and an agreement reached in principle for an amendment in approach that would provide consistency going forward. Provided this is formalised in revisions to the legal documents this will demonstrate that the Illustrative Masterplan scheme is financially viable and that the scheme hurdles the financial viability threshold of 15% based on the clarified definition.
 - ii. Parameter Plan Financial viability – The JV is applying for scheme parameters on the site that range between 2 scenarios. These include variations in unit numbers, parking ratios and many other assumptions. The viability assessment submitted to date is for the lower parameters. A higher parameter viability has yet to be submitted. This will likely be required for the planning submission and therefore should be reviewed before this is submitted. The risk is low that this would show a lower viability than the appraisal submitted but this should still be reviewed.
 - iii. Design changes – The scheme submitted at this stage is still being worked on by the JV with potential changes that could arise prior to planning submission in the form of highways design.

Should there be changes to the scheme that are significant then a second final proposals process would be required. The JV has however submitted the preferred approach in detail at this stage, therefore if this further work supports this no changes will be required.

- iv. Height – The new scheme includes significant new height with 3 sections of the parameter plans, and Indicative Masterplan now reaching up to 18 storeys. The explanations provided by the JV are limited to the planning arguments that support this height. However, the Council's objectives aspire to the limitation of height to 12 storeys and for this to be balanced with the level of parking and affordable housing. The new scheme delivers the same number of affordable homes, the same level of parking and significantly more height. There are a series of arguments as to the need for the height to be added, including the change in car parking strategy, change in ground floor uses, the need for additional plant and equipment and improving security. Despite these arguments the new scheme does not address this objective as well as the previous scheme. It is for the Council to decide whether it feels the scheme addresses this objective well enough.
- v. Delegation – The approval of the final proposals contained in this report should be subject to further review of the final scheme to ensure there are no significant changes that the Council would need to review. These should be undertaken utilising the delegations to the Executive Director (Finance and Resources) and the Director of Regeneration and Growth in consultation with the Leader.
- vi. Additional Affordable Homes agreement – The MOU which will be signed if this report is approved and the parties should seek to enter the Agreement as soon as reasonably possible.

9 Other Options

- 9.1** Not approving the final proposals would mean that the planning application could not be submitted in July. This would have a negative impact on the expedient delivery of the Project and will add to the whole cost of delivery of the Project that could impact upon any final profit share by the Council and Swan at the end of the Project that the Council would use to reinvest in social housing.
- 9.2** Not approving the final proposals could also jeopardise the £15m HIF funding from Homes England which has a deadline for spend in 2023. Therefore delays resulting from not approving the final proposals could result in non-expenditure by the deadline and therefore a gap in project funding.
- 9.3** There is also a risk to the goodwill that has been established between the parties if the final proposals having been approved by the JV Board and recommended for approval were not approved by the Council. The final proposals that are subject of this report are a second iteration following the Council not being satisfied with the first set and as advised in this report the

current final proposals are a significant improvement. Further delay would negatively impact on the relationship between the parties.

- 9.4** While a significant amount of design work and options have been developed in relation to the highway, only the highways design which brings the road up to being level with the surrounding land i.e. at grade (and the underpass filled in) has been assessed as a financially viable option in the bid and ensuing design work. Other options also do not generate the regeneration uplift through the value of place making and therefore the overall Project would potentially not reach the necessary values to make it viable. Nor is it considered that they would achieve the place-making and other non-financial benefits such as reduced severance and improved physical environment.
- 9.5** An alternative option could be to cease progression of the work towards the agreement in principle regarding the additional affordable rented homes, thereby retaining the figure at 512. This would have a positive impact for the Council in relation to the Project as it would not have to meet the gap funding however it would not meet the requirement of the Project to maximise affordable homes nor would it remove the need for the Council to deliver more affordable homes in the borough and further would not support the additional commitments as agreed at Full Council (Minute 737).

10 Reasons for Recommendations

- 10.1** Review of the final proposals concludes that the information submitted presents some significant variations to the bid and business plan positions, but in a complex regeneration scheme this is to be expected and the explanations for the changes are in the spirit of the objectives. The recommended delegations are therefore included to provide for a review of all changes and if these are non-material in nature for these to be approved prior to planning submission and the completion of the MOU with regards the additional affordable housing for social rent.

11 Corporate Implications

11.1 Contribution to the Southend 2050 roadmap and outcomes

The delivery of Better Queensway is a specific outcome identified in the Opportunity and Prosperity theme and is reflected in a number of milestones on the roadmap. The first of these has already been met in the signing of the legal agreements. The Project contributes towards a number of the Southend 2050 outcomes:

- **By 2050 Southenders are fiercely proud of, and go out of their way, to champion what our city has to offer.** A regenerated Better Queensway at the heart of the City with a high quality new development with large new parks and clean and inviting streets will achieve this.
- **By 2050 We are well on our way to ensuring that everyone has a home that meets their needs.** Queensway is centred on delivering more and better quality homes. The agreement in principle to deliver a

greater percentage of affordable rented homes within the overall scheme while being financially viable further contributes towards this outcome.

- **By 2050 Southend on Sea is a successful City and we share our prosperity amongst all of our people.** Better Queensway will have been delivered and it is an integral part of a thriving town centre providing a mix of affordable and private sale homes, jobs and aspirational places to live and play for all sections of Southend's community.
- **By 2050 people can easily get in, out and around our borough and we have a world class digital infrastructure.** Better Queensway will have improved connectivity with a new Queensway boulevard that reconnects the town centre to the rest of the town, new cycle and pedestrian routes and a variety of digital improvements.
- **By 2050 people in Southend feel safe in all aspects of their lives and are well enough to live fulfilling lives.** Better Queensway will have a new green neighbourhood with a variety of homes which have been designed with safety at its heart. It has overlooked streets and active new parks as well as improved connectivity between the town centre and North Eastern Southend.
- **By 2050 we will have a thriving, active and involved community that feel invested in our city.** The new neighbourhood will have residents at its heart. Swan will be running a new community concierge service overseeing and managing active parks and open spaces with a range of activities funded by the Better Queensway community fund.

11.2 Financial Implications

The final proposals submitted are in the form of detailed highways designs, parameter plans for the remainder of the scheme, a Design Code and Illustrative Masterplan to support the lower end parameters. This submission has been supported with a financial viability appraisal that tests the viability of the lower parameters of the scheme, at 1,669 units.

As highlighted by our financial advisor review an inconsistency in approach was found between the parties, however, this has now been addressed and this scheme is shown as financially viable hurdling the 15% viability test based on the clarified definition. Were this scheme to be built out to exactly these assumptions, this would result in a profit of c£64m at the end of the scheme, of which the Council would receive half, £32m. There is a risk that a scheme developed on the upper level parameters could be non-viable but this risk is a small one.

As highlighted in the report above, there remains the potential for the Council to act as senior lender for all, or part of the scheme. Discussions continue on this potential, however, no decision is yet required on this role. Positive discussions are continuing and Cabinet will be updated on the position in the next Better Queensway report.

Section 7 has detailed the Memorandum of Understanding (MoU) that has been agreed in principle between the Council, Swan and the JV to convert at least 100 homes from private sale to affordable homes at a social rent. There are two potential approaches through which this conversion can be executed, both of which are covered by this agreement.

Approach 1 – In line with other affordable units on site Swan own the units but the Council have nomination rights to them across the life of the lease. Current estimates of the costs of this to the Council could be in the region of £75k per unit to secure these nomination rights. Based on this estimated figure If all 100 were converted using this approach this would result in a total cost of c.£7.5m. Although it should be noted that the costs could rise or fall from this figure based on the costs and values at the time the units are developed.

Approach 2 - The Council purchase the units and own and operate them itself as social rented from the HRA. Current estimates of the initial purchase costs of this approach to the Council would be in the region of £235k per unit based on current valuations. If all 100 units were purchased through this approach this would result in a cost in the region of £23.5m. The value of each unit to purchase may well go up or down as we proceed through the development.

The above figures give an indication of the additional initial cost to the council of securing these at least 100 affordable units.

The agreement is planned to enable the Council to select, in consultation with the JV and Swan, which approach is used on a phase by phase basis and a combination of approaches is anticipated. It is entirely at the Council's discretion whether to exercise its option for these homes, and if so, how many of the homes it wishes to take up.

The full detail of how this approach will operate will be developed as part of the full legal agreement. This will be developed if the above MOU is agreed.

The following comments have been provided by the Council's specialist legal advisors who have supported the Project through its development and procurement process.

If there are material amendments to the scheme following the approvals given in this report, this will trigger a second final proposals process.

If there are non material changes these could be reviewed by the Council, and if they are minded to approve them, these could be approved through the delegation detailed at 2.3 of this report.

The Council must therefore satisfy itself that it is content with every change in the final proposals, insofar as such change is a departure from the original scheme and the Initial Business Plan. This is particularly important in respect of the revised heights and the points raised in paragraph 5.10(d) above.

11.4 People Implications

In accordance with the Cabinet report of February 2019 three senior officers have been appointed to the JV board by the Council's Chief Executive in consultation with the Leader.

While the JV is responsible for delivery of the Project, the Project continues to be supported by a number of Council officers as technical experts in fulfilling Council responsibilities and in supporting the work of the JV, and on the Partnership Board which oversees the Council's work in regards to the Project. It may be necessary to consider backfill or additional resource in some teams so as to ensure that other Council priorities are also met and outcomes delivered.

The Council continues to retain and utilise its procured specialist advisors alongside officers.

11.5 Property Implications

The property implications are in line with those set out in the February 2019 Cabinet Report.

11.6 Consultation

Two rounds of public consultation and engagement have been undertaken by the JV to inform the final proposals. This has included a specific session for Councillors, residents and businesses as well as opportunities for wider public response.

11.7 Equalities and Diversity Implications

The Council has undertaken an Equalities Analysis in regards to the Project and this will be kept under review in regards to the evolution of the Project.

11.8 Risk Assessment

Section 7 "Assurance" sets out assurances, risks and mitigations where appropriate.

11.9 Value for Money

The bid scheme agreed within the Business Plan was assessed as representing Value for Money for the Council and approved through the November 2019 Cabinet report. As per Appendix 1 and 2 there are a number of changes to this scheme but the financial viability appraisal demonstrates that this scheme is viable, subject to the comments at xxx This appraisal continues to demonstrate Value for Money for the Council.

11.10 Community Safety Implications

The creation of a safe community was one of the procurement requirements and has been a common theme in the consultations. While the design freeze is intended to be high-level and not look at the detail of the scheme it does reflect this theme through ensuring passive surveillance of public spaces is built into

the designs in the form of residential lobbies, active frontages or residential doors onto streets at ground level.

11.11 Environmental Impact

Due to very recent changes to building regulations and energy requirements by Government, the previous energy strategy is being revisited and is not presented at this stage but remains a key component of the scheme and was highlighted during the consultations.

Additional green space which did not feature in the bid proposal has been added across the rest of the development, including a green link from the park towards the town centre. The green space at the heart of the development is slightly smaller than in the bid proposal, but would not fundamentally reduce the activities which could take place there. Overall, the area will benefit from significantly more green space than is found there currently. There will also be a net increase in the number of trees.

The JV and the Council are working to ensure that the most up to date waste strategy and collection methods are employed to deliver a clean and efficient environment for people live in and visit.

12 Background Papers

Initial Business Plan

13 Appendices

Appendix 1 – LLP Project Director Report

Appendix 2 – Final proposals, drawings and images

Appendix 3 – Objectives summary table

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- 512 Affordable Homes (31% affordable)
- A range of building heights and types ranging from 3 to 18 storeys of residential accommodation to cater to a wide range of residents
- 3 new key public spaces with additional green spaces distributed throughout the masterplan, including a new plaza by Victoria Station and All Saints Church with new park and green spaces throughout the scheme.
- The Queensway re-laid and brought up to grade along a tree lined highway retaining 4 lanes of traffic
- A new gateway experience for visitors to Southend-on-Sea
- New high-quality homes for returning residents
- The retention of E-W, N-S connectivity through Southend by the provision of an at-grade roundabout connecting Southchurch Road and the Queensway
- New dedicated off-street cycle lanes and pedestrian walkways on each side of the Queensway
- Every new dwelling to have at least one area of private outside space in the form of either a garden, a terrace or a balcony depending on location
- Parking for new residents of the new dwellings at 0.7 spaces per dwelling across the masterplan (an increase from the current 0.25 spaces per dwelling on Queensway)
- A complementary commercial offer for the scheme with a mix of flexible retail, commercial and cultural space to complement the Town Centre and support the future residents of the new scheme and anchor the new public spaces
- Environmentally friendly and sustainable solutions for surface water drainage and energy usage across the scheme, including provision of sustainable urban drainage systems within the new Queensway and the provision of electric vehicle charging points within the project

- 1.8 The scheme remains viable and meets the target financial returns within the Initial Business Plan.
- 1.9 The scheme can continue to deliver, subject to the planning approval and progression of the scheme in line with the programme set out below, the HIF funded infrastructure within the 2023 cut-off date under the funding agreement between Homes England and Southend Borough Council.
- 1.10 The proposed scheme meets the Minimum Requirements, accords with the Objectives to the same extent that the Initial Business Plan envisaged and continues to support the implementation of the broader objectives of the Better Queensway Project in pursuit of delivering the successful regeneration of the Queensway Estate.
- 1.11 Where changes have been made, as set out below, the implications have been recorded along with the rationale for those. It is anticipated that through the formal planning process and engagement with the LPA during the formal consultation and determination period that some further changes to the scheme may be required.
- 1.12 Where those changes are “non-material” and to the extent that they do not affect or impact on the achievement of the Minimum Requirements, Objectives and Business Plan as described here those may be determined by officer delegation to enable the project to proceed and programme progress to be maintained.

- 1.13 In the event that changes are considered “material” then those would need to return to the member for a further approval prior to Porters Place Southend-on-Sea LLP being able to progress to delivery of the proposed project.
- 1.14 Should there be any further changes between the approval of “final proposals” between now and the submission of the planning application, then the Project Director will set those changes out to the LLP Board and in consultation with shareholder representatives from the Council and Swan a decision will be made as to whether they are considered “material” or “non-material”.
- 1.15 A set of documents is provided in the appendix, these documents represent the “final proposals” as defined in the Initial Business Plan but remain subject to change as set out above.

2.0 Background

- 2.1 Southend on Sea Borough Council (SBC) selected Swan BQ as partner, along with supporting arrangements with Swan Housing Association (a co-signatory to the Partnership Agreement) (Swan) in February 2019 through an OJEU compliant competitive dialogue process to be its funding, development and operational partner for the regeneration of the Queensway Area of Southend-on-Sea. The contracts were signed, and the LLP established in April 2019.
- 2.2 The Better Queensway (BQ) project will regenerate a c. 6Ha site in the Queensway area of Southend-on-Sea, adjacent to Southend Victoria railway station. The site currently includes four 1960s council tower blocks, maisonettes on Sutton Road and properties along Southchurch Road as defined by the red line plan within the appendix and is dissected by the Queensway dual carriage way, which runs in an underpass across the site, resulting in poor pedestrian connectivity across the site and into the town centre and a poor quality, road-dominated environment for residents.
- 2.3 The development is to be undertaken in phases to create c1,650 new homes, a realigned Queensway Road and highway improvements, improved public realm (including a park) and complementary commercial uses.
- 2.4 An Initial Business Plan was approved by the LLP board and by the members in 2019.
- 2.5 The Initial Business Plan sets out the Business Plan principles (including budget) to enable planning submission and obtaining planning consent.

3.0 Minimum Requirements

- 3.1 Through the Partnership Agreement, Minimum Requirements have been defined for the LLP These are for the LLP to deliver:
 - An increase on the 441 Affordable Housing Units on the Site as at the Effective Date
 - The demolition of the four tower blocks on the Site as at the Effective Date
 - Delivery of the Required Highways Works (as defined in the Land Agreement entered by the Council and the LLP on 24th April 2019) including the 4-lane highway
 - Objective 6 in the Council’s Objectives (defined in Appendix 2).

3.2 The Effective Date was 24 April 2019, which was when the LLP Agreement was signed.

4.0 Objectives

4.1 As part of the procurement process, SBC set out a set of Scheme and Approach Objectives and these are included in the legal agreements that underpin the LLP.

4.2 The objectives are provided as a separate document with a “RAG” rating setting out how the “Final Proposals” address them for reference only.

5.0 Porters Place Southend LLP Structure and governance

5.1 Porters Place Southend Limited Liability Partnership (LLP) is a joint venture between Swan BQ (Swan) (50%) and SBC (50%).

5.2 The LLP is based on equal representation and participation for both parties. The LLP will be governed internally by the LLP Board, with a Project Board managing the day to day delivery of the development. The Project Board is the “Project Control Group” which meets monthly and is chaired by the Project Director. The workstream leads attend the “Project Control Group”.

The members of the Board are:

Swan

Geoff Pearce (Chair)
James King
Andy Gatrell

Southend Borough Council

Andrew Lewis
Alan Richards
Lee White

6.0 Initial Funding

6.1 Description

6.1.1 Both member organisations will have a combination of equity and junior loan funds available to fund the activities of the Initial Business Plan.

6.1.2 All costs will be funded 50/50 by the LLP Members.

6.2 Commentary

6.2.1 The budget for this Business Plan period remains as per the Initial Business Plan, until such time as a new Business Plan is approved.

6.2.2 A new Business Plan will be prepared and submitted for approval to the LLP Board in Autumn 2020 to align with the updated programme and associated spend requirements to progress the scheme to construction.

7.0 Appointments

7.1 Description

7.1.1 Swan and its subsidiaries are appointed through Service Agreements to carry out the following activities for the LLP:

- Project Management
- Residential sales and Marketing
- Construction Management
- Estate Management
- Accounting and company secretariat
- Communication and community engagement

7.2 Commentary

7.2.1 Consultants and other professional services have been and will be appointed as required to deliver the planning application and progress the scheme generally in line with the Initial Business Plan.

7.2.2 The Project Director has delegated authority to appoint the consultant team as required within the budget approved in the Initial Business Plan. Spend is reviewed by the LLP Board at the quarterly board meeting.

8.0 Design and Planning

8.1 Description

8.1.1 As set out in the Objectives of the LLP (section 1.3), the regeneration of the Better Queensway site is an opportunity to transform this important town centre, gateway site and improve the quality of life of residents of the estate. In the Initial Business Plan period, the LLP sought to obtain an outline planning consent for the Better Queensway Masterplan (red line) alongside a detailed planning application for phase 1a, (Hybrid planning application).

8.1.2 The business plan set out that an application will seek planning consent for a project which intends to:

- Deliver a mixed-use, residential led scheme
- Demolish the existing estate and deliver c1,650 new homes across several building types and range of building heights
- Deliver a number of commercial uses
- Remodel the Queensway road to a 4-lane road, by the infilling of the existing underpass, to increase permeability and simplify the existing roundabout; and
- Improve the public realm, including a new park.

8.2 Commentary

8.2.1 The scheme that has been prepared for submission for planning delivers all of these.

- 1669 Homes within the illustrative masterplan

- 512 Affordable Homes (31% affordable)
- A range of building heights and types ranging from 3 to 18 storeys of residential accommodation to cater to a wide range of residents
- 3 new key public spaces with additional green spaces distributed throughout the masterplan, including a new plaza by Victoria Station and All Saints Church with new park and green spaces throughout the scheme.
- The Queensway re-laid and brought up to grade along a tree lined highway retaining 4 lanes of traffic
- A new gateway experience for visitors to Southend-on-Sea
- New high-quality homes for returning residents
- The retention of E-W, N-S connectivity through Southend by the provision of an at-grade roundabout connecting Southchurch Road and the Queensway
- New dedicated off-street cycle lanes and pedestrian walkways on each side of the Queensway
- Every new dwelling to have at least one area of private outside space in the form of either a garden, a terrace or a balcony depending on location
- Parking for new residents of the new dwellings at 0.7 spaces per dwelling across the masterplan (an increase from the current 0.25 spaces per dwelling on Queensway)
- A complementary commercial offer for the scheme with a mix of flexible retail, commercial and cultural space to complement the Town Centre and support the future residents of the new scheme and anchor the new public spaces
- Environmentally friendly and sustainable solutions for surface water drainage and energy usage across the scheme, including provision of sustainable urban drainage systems within the new Queensway and the provision of electric vehicle charging points within the project

8.2.2 Further details regarding design alterations to the scheme between business plan approval and Final Proposals are set out in comprehensive detail below

8.2.3 Further details regarding the planning strategy are set out below

9.0 Phasing

9.1 Description

9.1.1 The LLP will seek to ensure that the construction programme is as short as reasonably practicable, will not exceed peak funding capabilities and will provide a regular income from exchanges and completions.

9.2 Commentary

9.2.1 The programme continues to envisage 8 phases with a balance of tenures to accommodate decants and to deliver a viable scheme (as defined by the Land Agreement).

9.2.2 The programme and phasing has been revisited by the design and project team since more detailed information is now available as work has progressed.

9.2.3 A full constraints plan was prepared by the consultant team which set out key constraints for the site including utilities corridors, road alignment and construction and logistics considerations.

- 9.2.4 Further advice has been sought from “Early Contractor Involvement” by engaging with Highways and demolition specialists.
- 9.2.5 As a result, several changes to the original bid stage masterplan were implemented to address these issues.
- 9.2.6 In summary these changes to plots within Phase 1 A are as follows:
- Plot E was reduced and moved West to avoid clashing with a main sewer under the existing Queensway. It was not possible to agree to a build over with Anglian Water for this sewer, and a diversion would be unviable due to the size and depth of the current alignment.
 - Plot G was introduced in order to compensate for the loss of developable area in Plot E and to better anchor the scheme and to de-link the sequence of delivery of sub phase plots with the Queensway construction programme as far as possible to reduce construction risk and provide for decanting requirements.
 - Plots C and D north (Phase 1 A) were moved off the existing Essex Street boundary to sit fully within the current land ownership. This is because it would not be possible to obtain a stopping up order for Essex Street in line with the phasing requirements since access is still required to the rear of the existing properties on Southchurch Road in the meantime.
 - These changes enable Plot D north and Plot G to be delivered with the fewest delivery constraints, which unlocks a deliverable decant option for the existing residents in Quantock House and therefore allows the overall project sequence to proceed.
 - The sub-phasing setting out and sequencing has further been informed by more detailed demolition advice and safe working distances around the existing Quantock tower which will determine sub-phase sequencing. Plot C will need to be delivered in parallel with the demolition of Quantock House and can therefore only commence once decanting of Quantock House is completed into Plots D and G.
- 9.2.7 The wider sub phasing has been amended to better reflect the construction site boundaries associated with the delivery of the plots and the need for demolition zones around the existing tower blocks.
- 9.2.8 An updated phasing boundary plan is provided in the appendix although the alterations are non-material.
- 9.2.9 The sequence of phasing has been amended to take on board construction and demolition advice and this is now taking the following sequence:
- Phase 1 A
 - Phase 1 B
 - Phase 3 A
 - Phase 3 B
 - Phase 2 A
 - Phase 2 B

- Phase 2 C
- Phase 4

9.2.10 The change is that Phase 3 is to be completed in whole before Phase 2 is begun.

9.2.11 The rationale is as follows:

- It will be challenging to demolish the individual tower blocks (Chiltern, Pennine and Malvern) separately in Phase 2. Further structural surveys will be required to determine the extent to which this is possible.
- It is likely that Pennine and Malvern will need to be demolished together, and so the phase order has been amended to reflect this.
- This will be kept under review as further surveys and structural analysis is completed to inform the project in due course.
- It is not viable to split the Phase 3 plot through the centre as previously envisaged due to the central podium car park and podium garden proposed there
- Since the whole central podium area for both Phase 3 A and Phase 3 B has to be delivered in parallel with Phase 3 A, it is more efficient to complete the Phase 3B blocks to wrap the Eastern side of the podium in sequence rather than stop work on that site and return at a later date.

9.2.12 Taking the above into consideration, the amended sequence and timings consider the requirements of the Initial Business Plan.

10.0 Highways

10.1 Description

10.1.1 The LLP will deliver a new Queensway Road, which will be subject to further highways modelling, and will address severance the current Queensway causes.

10.1.2 The LLP aspires to ensure the sequencing of the highway works are designed so they will be delivered as soon as is reasonably practicable alongside the residential construction and to ensure minimal disruption to local residents and ensure traffic is enabled to flow throughout the development period.

10.2 Commentary

10.2.1 The road layout is as per the original bid and as per the initial business plan. The highway will be raised to grade, and 4 lanes of traffic maintained in the proposed layout, along with off-street cycle lanes and at grade pedestrian crossings.

10.2.2 Additional tree planting will be introduced along the extent of the Queensway within the red line boundary to provide a tree-lined landscape through the site.

- 10.2.3 The existing slip roads to the grade separate roundabout will be closed and removed and a new at grade roundabout built to maintain E-W and N-S connectivity through the town between Southchurch Road and the Queensway.
- 10.2.4 Detailed traffic modelling work is being undertaken in co-ordination with the highways authority, and the local planning authority, and will be submitted in support of the planning application.
- 10.2.5 In December 2019, the LLP was asked to revisit the original bid scheme by the Council to review the alternative options prior to progressing to public consultation. A piece of work was undertaken by the design team to revisit the previous options in the context of the scheme to test whether any alternative option would be viable.
- 10.2.6 This work confirmed that only the bid scheme was viable to progress with. Other options were too costly, would not deliver a quality environment and support the place-making objective, or could not be delivered without extensive closures to the Queensway altogether.
- 10.2.7 Early modelling work was requested by the council to confirm that the principle of what was being proposed would work with the highway network. The modelling confirmed that in principle, subject to the detailed design, it could work, and so a decision was made to progress to public consultation in February 2020. As a result of this the planning programme was extended by 3 months to account for this additional review.
- 10.2.8 Resident feedback at all consultation events to proposals to shut the pedestrian underpass was well received. Pedestrians are observed risking their lives crossing the current highway in order to avoid the use of the underpass as it is unsafe.
- 10.2.9 The HIF funding secured by Southend Borough Council will require the LLP to be able to demonstrate that the highways works can be delivered by 2023. In order to achieve this, works will need to start on site by Spring 2021.
- 10.2.10 Subject to receipt of the planning consent for the hybrid application in December 2020, this is achievable.
- 10.2.11 Taking the above into consideration, the proposed highways scheme accords with both the bid scheme and the scheme contained within the Initial Business Plan.

11.0 Housing

11.1 Description

- 11.1.1 The LLP will provide a mix of housing tenures including private sale and with an increase on the 441 affordable units on the site.
- 11.1.2 This accommodation schedule was developed by balancing:
- The Minimum Requirements as set out by the procurement process
 - The Council's scheme objectives and aspirations

- Deliverability of the scheme in terms of the highway requirements and site constraints (including the need to decant residents)
- Viability of the development, market advice and cost advice
- Planning policy on tenure, mix, height, uses, highways, public realm and the details from the pre-application meeting Swan attended; and
- Reviewing the information through pre-application meetings with Southend on Sea Borough Council

11.1.3 An aspiration of the LLP is to optimise affordable housing delivered on site. Exact numbers of affordable housing will be subject to design development (as due diligence is carried out) and viability, however the Minimum Requirements will be met.

11.2 Commentary

11.2.1 The current scheme continues to allow for 512 affordable homes in line with the bid and Initial Business Plan. This is broken down into 300 social rented homes, 200 shared ownership homes and 12 shared equity homes with no changes.

11.2.2 Discussions with the LPA regarding the exact number of affordable homes that will fall into the S106 allocation are ongoing.

11.2.3 The scheme assumes that 300 social rent homes will be secured via the S106 obligations in the planning consent, and the remainder will be provided by the LLP business plan by working with Swan Housing in line with the contract and bid.

11.2.4 In addition, a separate MOU is being prepared that sets out a process by which at least 100 additional social rent homes will be provided throughout the delivery of the project by the conversion of 100 homes previously allocated for market sale.

11.2.5 This will happen outside of the planning process and will be governed by a side agreement between the LLP, Southend Borough Council and Swan.

12.0 Programme

12.1 Description

12.1.1 The phasing is covered in 9.0 and programme is covered within this section. The original programme has been reviewed in line with comments and feedback noted in section 9.0.

12.2 Commentary

12.2.1 The updated phasing plan and updated illustrative phase capacity is set out below and updated to reflect the illustrative masterplan and drawings are provided in the appendix.

12.2.2 It provides an indication of the anticipated outputs over the development period of the project based on current proposals.

12.2.3 Whilst some phases have been switched in sequence accounting for changes, the amount of properties contained within certain phases has significantly changed as a result of the

sequence changes identified in section 9.0. This has affected relative durations. In addition, the timescales to demolish the towers are longer than originally anticipated as a result of detailed feedback from Early Contractor Involvement.

12.2.4 The overall (total) scheme programme has moved out by 3 months.

| Phase | Indicative Number of Homes | Proposed Commercial Uses | Public Realm works | Estimated start on site | Estimated completion |
|--|----------------------------|---|---------------------------------------|-------------------------|--|
| Highways Works and Enabling Infrastructure | | | | Apr 2021 (+4) | Apr 2023 |
| 1a | 299 (+32) | Artist Complex, Retail Active & Fitness, Central Concierge & Cafe | Porters Park South (partial delivery) | Aug 2021 (+4) | Aug 2023 (Blocks D, G and E) (+12) Jan 2026 (Block C) (+40) |
| 1b | 203 (+64) | Convenience Retail | Porters Park South (completion) | Sep 23 (+9) | Nov 26 (+26) |
| 3a | 316 (+113) | Make Create, Workspace, Restaurant/Café | Station Plaza | Jan 25 (+18) | Jan 28 (+28) |
| 3b | 117 (-152) | | | Sep 25 (-36) | Sep 27 (-36) |
| 2a | 135 (-25) | Pre School | All Saints Square | Aug 28 (+50) | Aug 31 (+66) |
| 2b | 197 (+45) | | | Aug 28 (+38) | Jan 32 (+54) |
| 2c | 153 (-19) | Nursery / childcare | Porters Park North | Aug 28 (+27) | Oct 31 (+41) |
| 4 | 249 (+34) | Standard Shops (Retail) | | Feb 30 (+3) | Jan 33 (+3) |

13.0 Planning Approach and Programme to Planning Submission

13.1 Description

13.1.1 The initial business plan set out a timescale and an approach to planning. This included submitting a hybrid application with the road and Phase 1A housing blocks in detail.

13.2 Commentary

- 13.2.1 The LLP has met regularly with the Local Planning Authority, Statutory Highways Authority and Lead Local Flood Authority at SBC in developing the scheme. The scheme that is put forward reflects where possible comments that have been made in that process. This is in order to arrive at a scheme that is acceptable to SBC's planning team and seek to secure an implementable planning permission, through recommendation for approval to the Development Control Committee.
- 13.2.2 The LPA provided feedback to the LLP that there was risk to the LLP programme to be able to determine the original full extent of the hybrid application within the programmed 6-month determination period. In addition, the results of the housing needs survey and the need to make changes to the plots for Phase 1 A through the masterplan work identified above determined that the Phase 1 A detailed design workstream had to be paused for 3 months to avoid the risk of abortive work.
- 13.2.3 The masterplan and detailed highways design was able to progress as planned during this time, along with key stakeholder engagement and multiple public consultation events for residents and businesses in Southend.
- 13.2.4 Our consultant team advised the LLP to alter the planning strategy to make a hybrid application covering the highway proposals in detail and the residential development in outline, with the retention and provision of a fully detailed design code as originally envisaged along with parameter plans. The Phase 1 A housing has continued to be developed as originally planned and will be submitted as a reserved matters application.
- 13.2.5 The LLP board endorsed the revised approach having considered carefully the programme, risk and cost implications associated with this.
- 13.2.6 The planning programme has therefore been updated and is based upon the following key milestones:

| Milestone | Workstream | Target date |
|-------------------------------|---|--|
| EIA Scoping Request | Design and planning | May 2020 (submitted) |
| Pre-application | Design and planning | September 2019 (ongoing) |
| Initial Public Consultation | Communications and social and economic regeneration | September 2019 |
| Design Review | Design and planning | October 2019 – March 2020 |
| Public Consultation Update | Communications and social and economic regeneration | February 2020 |
| Hybrid submitted | Design and Planning | June 2020 (subject to approval of Final Proposals) |
| Phase 1 A Resident Engagement | Communications and social and economic regeneration | June – September 2020 |
| RMA Phase 1 A submitted | Design and Planning | September 2020 |
| Hybrid Determined | Design and Planning | December 2020 |
| Sign Section 106 Agreement | Design and planning | December 2020 |
| Discharge Pre-Commencement | Design and planning | March 2021 |

| | | |
|--------------------------|-------------------------------------|------------|
| Conditions for Highways | Construction | |
| Phase 1 A Determined | Design and planning | March 2021 |
| Highways start on site | Design and planning Construction | April 2021 |
| HIF Milestone Spend Date | | April 2023 |

13.2.7 In summary the hybrid application will be submitted and will be followed by a reserved matters application for the detail of the housing in Phase 1 A. This will be in accordance with the design code submitted with the hybrid application. There will be a minimum of 267 homes in Phase 1 A in line with the Initial Business Plan, and the indicative number of homes is currently 299 for Phase 1 A.

- The outline masterplan for future phases will be supported by a detailed design code. The benefit of this approach is that it allows each phase of development to fit into and inform the latter phases that will be controlled by development parameters and supported by a Design Code. As Phase 1 A is being developed in parallel with the Design Code and by the same team, the proposed Phase 1 A development will clearly reflect the principles of the Design Code.
- Consultation will continue throughout the development period to inform future phases; and
- All subsequent planning reserved matters applications will be supported by a Design Statement and Planning Statement to demonstrate compliance with the principles of the approved design code and established parameters approved at outline stage.
- The outline parameters will be the ones tested for the EIA and the EIA will test and consider the worst-case scenario applicable under the outline parameters. Each Reserved Matters Application will therefore sit within the constraints identified by those parameters.

14.0 Communications and Consultation

14.1 Description

14.1.1 A communications and stakeholder engagement strategy has been developed by joint working between the Southend Borough Council communications team, the Swan communications team and external consultants appointed by the LLP (GL Hearn).

14.2 Commentary

14.2.1 A very intensive public engagement process was carried out around the masterplan and highways proposals in February 2020. This saw a number of resident and stakeholder events with good attendance from a range of people. The LLP received generally positive feedback from local residents who are keen to see progress made and for the regeneration project to get on site and start delivering the new homes.

- 14.2.2 The LLP also held a dedicated business stakeholder engagement session in The Forum with two slots and invited businesses from across the town and other major employers and representatives to hear about the plans and how they would complement the offer of Southend Town Centre and the seafront. The events were well attended, and useful feedback was received. Generally positive feedback was given. Unusually, out of 400 recorded individual attendees across a range of events, only one piece of written negative feedback was recorded by the project team.
- 14.2.3 Press engagement also took place with BBC radio, the echo and other local news channels. The BBC were due to film a piece on the regen proposals in March 2020 but due to the coronavirus pandemic this has been postponed until a new date when filming can take place. There is a considerable amount of positive interest in the proposals.
- 14.2.4 A resident steering group has been formed to help residents of the estate engage with the project and provide input into the emerging designs. Residents from the Queensway Estate were invited to join this group.
- 14.2.5 A series of resident steering group workshops is planned over summer 2020 with the design team for Phase 1 A and the park area to help input into the designs. These workshops will be around key design themes such as entrances and lobbies, public space and amenity space and flat layouts and design. The workshops may initially be held virtually depending on the situation, but we have been piloting the use of technology to demonstrate proposals online and have surveyed members of the group individually for their capability and we will be able to progress either way.
- 14.2.6 Further press releases focusing on key positive aspects of the proposals are planned over Summer 2020 and further engagement with stakeholders will continue throughout the project.

15.0 Key changes to the scheme contained within “Final Proposals”

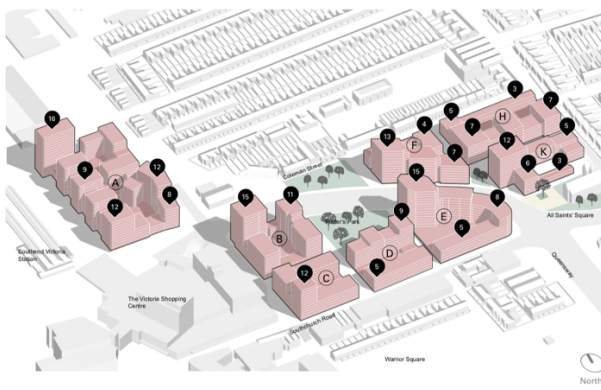
- 15.1 Each change identified on the change log within the appendix is set out below and further details explaining the rationale for the change are provided below:

15.2 Building Massing

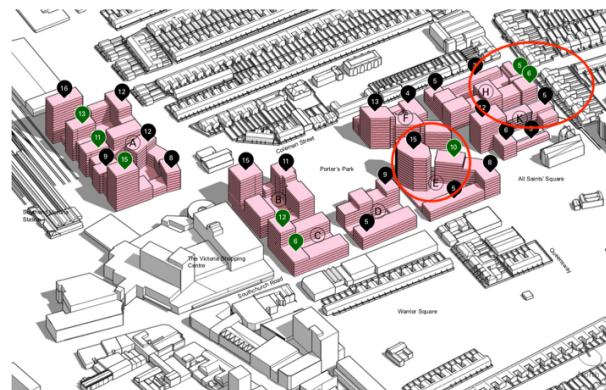
- 15.2.1 Description:
- 15.2.2 Revision of building massing along the Queensway and Sutton Road in response to SBC comments post-bid.
- 15.2.3 Commentary:
- 15.2.4 At the commencement of Work Stage 2, the Design Team received comments from Southend Council on the ISFS Bid Stage proposals. Amongst these massing specifically to buildings facing Sutton Road and along the length of the Queensway. These are illustrated in the below.



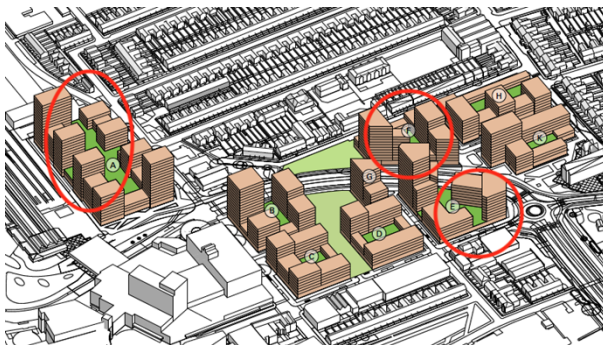
Extract of LLP DTM presentation to Design Team at the Work Stage 2 kick-off meeting. 2 September 2019



Bid stage illustrative massing proposal



Revised illustrative massing presented 23.09.19 highlighting areas revised.



Revised massing proposal presented 20.04.20 highlighting key areas revised in response to DSO and microclimate feedback

15.2.5 During the bid process, the Team requested a formal pre-application from Southend-on-Sea Borough Council (SBC), which took place in November 2018. The Team made a presentation, which detailed the provisional massing of the scheme. The building height focussed the massing on locations to maximise opportunities of sea views, limit overlooking to existing neighbourhood properties and reduce overshadowing of neighbouring properties and the public realm. The proposed massing during the bid process can be shown in the 'Masterplan

Vision Pre-App Meeting Document' that was submitted to the Local Authority prior to the bid pre-application meeting in November 2018.

- 15.2.6 The focus of the massing would be on Plots A (the Range site), B, E and K (along Queensway) and G (adjacent to Porters park), with it reducing along the Coleman Street, Southchurch Road and adjacent to the Church, to minimise the impact on the existing residential amenity and the designated and non-designated heritage assets.
- 15.2.7 During pre-application meetings prior to completion of JV, the Planning Officers questioned the massing of the proposals along Coleman Street (Plots G, H and J) and Sutton Road (Plots J and K). In their Pre-Application Letter (dated 26 November 2018) the Planning Officers recommended that the massing on these blocks be reduced to no more than three storeys in height to align with paragraph 168 of the Southend Central Area Action Plan, which states that proposals should complement the existing dwellings in the street scene.
- 15.2.8 The Planning Officers also advised that the reduction of the massing along Coleman Street could be accommodated on other parts of the Site, including Block A (adjacent to Victoria Station).
- 15.2.9 The principal changes since the bid comprise increasing the massing in Plot A (the Range site) as well as reducing the massing along Coleman Street to three storeys, in line with the advice from the bid pre-application. The updated massing is shown within the illustrative masterplan, contained in the appendix. In addition to the feedback from the Planning Officers, subsequent assessments from daylight, sunlight and overshadowing and wind consultants have altered the change in massing since the bid stages. This is shown on dRMM's updated massing drawing. Mitigation measures include the introduction of a gap to the massing of Plot A to the western aspect (to reduce the impact from Daylight, Sunlight and Overshadowing for the existing dwellings along Short Street) and setbacks on the south-east corner of Block A (to reduce the adverse impact from wind channelling).

15.3 Basement Extent and Parking Strategy

15.3.1 Description

- 15.3.2 Revision (reduction) to the extent of basement as illustrated in the Bid Scheme. Proposed solution to allocate majority of car parking in podium and multi-storey car park structures. Proposed overall target parking ratio for the masterplan at 0.7 spaces per property as per bid stage (note existing estate is 0.25 spaces per property).

15.3.3 Commentary

- 15.3.4 Through the course of RIBA Work Stage 2, the deliverability of the basement solution under Phases 1 and 4 was identified as unfeasible.
- 15.3.5 The basement has been omitted to concentrate parking within a multi-storey car park on Plot A (Range site) and podium car park provision across other plots, including Phase 1 B, on the masterplan.
- 15.3.6 During delivery, the level of parking will fluctuate phase to phase and so a parameter of 0.5 – 1 space per dwelling is being sought in the outline application. There will be capacity for 0.7 parking spaces on an interim basis at occupation of Phase 1 A. Some parking areas may need to move in line with scheme delivery and phasing.

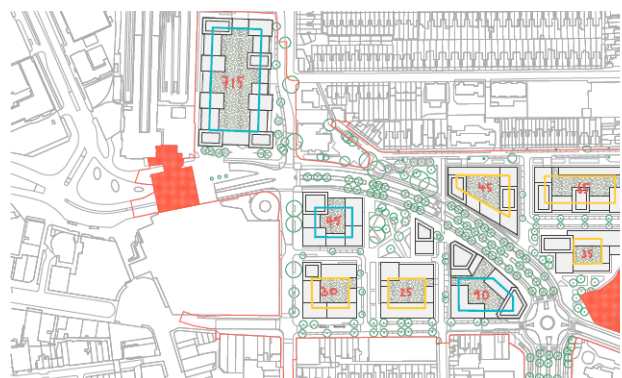
15.3.7 20% of permanent parking spaces will be installed with Electric Vehicle (EV) charging points and passive provision for the remaining 80% will be provided.



Bid stage basement plan



Bid stage parking strategy



Proposed parking strategy as per the Final Proposals illustrative masterplan scheme

15.3.8 It is worth noting that the parameter plans submitted under the masterplan Outline Planning Application (OPA) allows for flexibility in the basement provision, and as such a basement is shown to the Porter's Park Character Area, including the extend of the existing basement structure, in addition to a basement on the east side of the site, north of All Saint's Church. This additional extend is intended to provide additional capacity to reach a parking capacity for 1,800 home and allow flexibility in the provision across phases. It is not intended to build out the full extent of the parameter plan basement area.

The outline of the maximum basement provision sought under the OPA is as illustrated below.



Draft basement parameter plan.

15.4 Building Heights

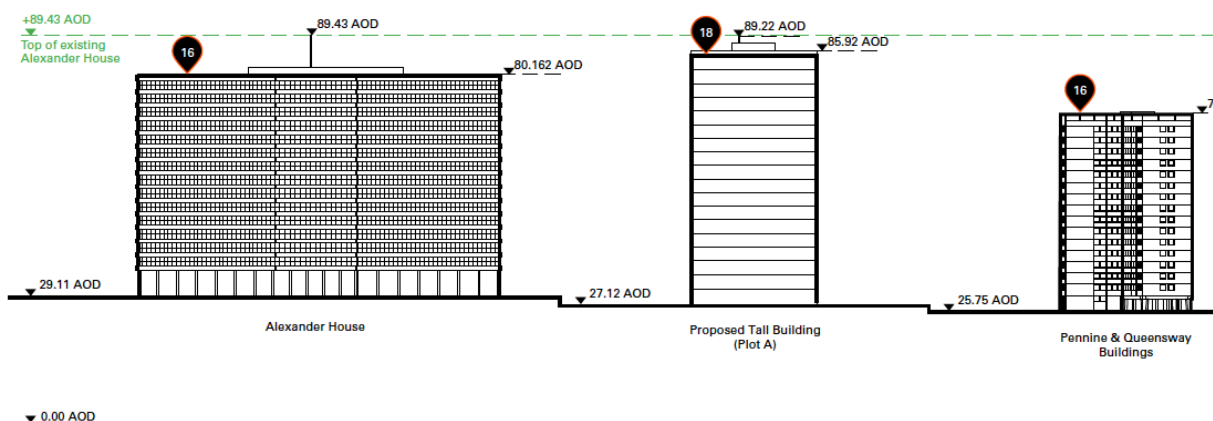
15.4.1 Description

15.4.2 Revision of maximum building heights in isolated locations to allow for up to 18 storeys of residential with ground floor commercial/lobby space and allow for roof plant and lift over-run. Confirm no buildings to be taller than the corresponding tallest building on Victoria Avenue.

15.4.2 Commentary

15.4.3 During the course of RIBA Work Stage 2 and consultation with Southend Airport, the Project Team were able to understand the height constraints on the site as imposed by Southend Airport operations. The designs for the site have emerged to 'shadow' the maximum height of Alexander House, located at the junction of the Queensway and Victoria Avenue.

15.4.4 The strategy discussed and agreed in principle with Southend Airport allows the Better Queensway buildings to be built up to a maximum height of the registered maximum AOD of Alexander House, utilising the 'shadowing' principle set out by the Civil Aviation Authority (CAA). The few proposed buildings that are taller than the existing Queensway Estate towers will be justified to the CAA based on being no taller than the tallest nearby obstacle registered by Southend Airport to date.



Comparative elevation study of max height of Alexander House (based on planning records and Southend Airport's Records) and proposed Better Queensway buildings

- 15.4.5 At the presentation that was discussed as part of the bid process, the maximum height across the scheme was 16 storeys, which was situated at the Range Site (Block A), adjacent to Victoria Station. Other tall buildings across the Site included 15 storeys opposite Victoria Shopping Centre (Block B) and 14 storeys adjacent to Queensway (Block E). Initial discussions with London Southend Airport during the bid process confirmed that in principle, the height of the proposed buildings should not be taller than the existing buildings (see email correspondence with the Airport, dated 30 August 2018).
- 15.4.6 At the pre-application meeting, the principle of 16 storeys at this location was considered acceptable by the Planning Officers as it corresponded with Policy DM4 of Southend's Development Management Document, which states that tall buildings are acceptable in sustainable locations, provided that it was satisfactory to the Airport.
- 15.4.7 After the bid, the Team was asked to explore whether the maximum height of the scheme could be increased to around 20 storeys, to make best use of sea views and maximise future flexibility. This would mean that the maximum AOD height of the buildings would be over 90m.
- 15.4.8 The Team held subsequent discussions with London Southend Airport on 3 February 2020 and the 20-storey proposal was presented. The Airport confirmed that the Site is situated within the Airport's Inner Zone and therefore, no proposed buildings that were taller than other buildings in the area would be permitted (see notes from dRMM, dated 4 February). Further discussions with the Airport determined that the tallest existing building was situated along Victoria Avenue (Alexander House) and was 89.43m AOD in height. The Airport acknowledged the 'shadowing' principle, where the development could match the existing height of the tallest building in the area, could be utilised for this scheme.
- 15.4.9 As a consequence, the Team has applied the shadowing principle to the proposals and is seeking a maximum height of 89.43m AOD. This is equivalent to approximately 18 storeys and considers plant space etc. The focus of the height is still on the Range Site (Plot A) and adjacent to Queensway (Plot E).

15.4.10 In addition, during the bid process, the proposal comprised one block of 12 storeys on the corner of Chichester and Southchurch Road. The Team subsequently had a pre-application meeting with Historic England in November 2018. In their formal advice (see letter dated 27 November 2018), the Historic Officer raised concerns about the height of that block adversely impacting the Warrior Square Conservation Area to the south.

15.4.11 Therefore, the height of that block on the corner has reduced from 12 to 7 storeys to reflect the comments from Historic England (see the Illustrative Masterplan).

15.5 Highway Alignment

15.6 This was a study to review the alignment of Queensway between Short Street and Southchurch Road. The bid stage aligned Queensway to the north to provide a more satisfactory road geometry. It also extended outside of the current publicly maintainable highway land.

15.7 The study centred around three alignments within the current publicly maintainable highway boundary. The current road corridor is circa 30 metres wide and the proposed around 15 metres which gave scope propose three alignments: southern, central and northern. The study considered several constraints including the proximity of a trunk water sewer and considered a number of outcomes (developable land, impact to utilities, highway geometry etc) in a qualitative assessment. The northern alignment was selected as the preferred alignment and this happened to be the closest to bid stage alignment.

15.8 Phase 1 A Plots and Porters Park

15.8.1 Description

15.8.2 Arrangement of Phase 1A blocks around Porters Park revised to avoid physical constraints in Phase 1A. Includes a fourth free-standing building to the west of Warrior Square East Road. Noted redistribution of public realm from the bid stage masterplan.

15.8.3 Commentary

15.8.4 Following a Design Team review of the site constraints and a client instruction to review the distribution of public realm space across the masterplan to maintain the same quantum of public space across the scheme, the Project Team revised the extent of Phase 1A buildings to avoid some of the most challenging constraints while meeting the LLP business plan requirements for Phase 1A.

15.8.5 One of the key changes has been the introduction of a free-standing building to the west side of Warrior Square East. This building (Plot G) was introduced in place of the block of accommodation along the Queensway of Plot E.



Bid stage illustrative masterplan, showing the original provision of Porter's Park and Phase 1A buildings highlighted



Proposed Final Proposals illustrative masterplan, showing the revised provision of Porter's Park and subsequent public realm improvements with Phase 1A buildings highlighted



Extract of LDA Constraints Report, which informed the siting and extent of Phase 1A Buildings, particularly utility retention/diversions, highways assets and works, Essex Street access, existing mature tree retention and extensions of existing street network.

15.9 Cycling

15.9.1 Queensway forms one of Southend-on-Sea's existing bike routes down to the sea front, but it is disconnected from other cycle routes in proximity (e.g. Queensway at Victoria Gateway junction and Victoria Avenue). Building on the proposal for dedicated cycle lanes along Queensway, the design team performed various sketch studies exploring potential options to enhance cycle connectivity. This was primarily carried out at the Short Street Junction and the section of Queensway to the south of the planning application boundary.

15.9.2 For the Short Street junction, it was determined that a cycle path on either side of Queensway was the most deliverable and safe option given the existing constraints of the Victoria Shopping Centre and existing bus traffic to the west of the junction.

15.9.3 For the section of Queensway to the south of the planning application boundary, a variety of options were also studied. Each of these options depended on extensive works outside the planning application boundary and it was determined that the most deliverable solution for the project was to tie into the existing shared pedestrian / cycle path on the western edge of Queensway.

15.10 Queensway Street Planting

15.10.1 Street Trees & Verge Planting

15.10.2 Based on a typical cross section of Queensway, the team consulted with several stakeholders with regard to the maintenance of planting along Queensway. The following concerns were identified:

- Maintenance & establishment concerns related to health & safety requirements for maintaining planting within the median,
- The potential for vehicle overrun within areas adjacent to the carriageway,
- a desire for tree species with an appropriate clear stem height, and
- the potential conflicts between street lighting and street tree canopies.

15.10.3 To address these concerns LDA developed a planting strategy based on the stakeholder feedback. This included the following points:

- the planting of shrubs within the median to limit maintenance and establishment requirements,
- a wider than standard highways kerb of 300mm along the planted areas in the verge and median,
- a selection of tree species that could achieve an appropriate clear stem height, and
- an initial sense check on street tree spacing in relationship to potential street lighting requirements.

15.11 Phasing Strategy

15.11.1 The design team developed an initial indicative phasing plan based on the bid stage phasing strategy, illustrative masterplan, and discussions within the client team. To support the development of the indicative phasing plan a series of overlay drawings were produced along with a detailed assessment of the sequence of Phase 1A. These overlays informed various discussions within the client and design teams and led to a revised indicative phasing plan.

15.12 Energy Strategy

15.12.1 The bid stage energy strategy proposed:

- Reducing the energy demand through energy efficiency measures,
- Supplying heat on site through the provision of an onsite energy centre with a CHP system (+ gas boilers and thermal storage),
- Providing on site renewable energy by maximising the provision of PV systems on roofs.

15.12.2 The first and last step in the strategy have not changed in approach since the bid stage. However, since the bid stage there have been a number of changes in the energy landscape in the UK, which had led to us needing to revise the overall approach for the energy supply

(step 2). We also had a meeting with the energy representative from the council and they have acknowledged the need for the revision.

15.12.3 The main national changes that led to the BQ strategy review are:

- The government has (May 2019) put into law that the UK will be carbon neutral by 2050.
- The electric grid is rapidly decarbonising, currently proving lower carbon energy than the gas grid (this is being reviewed in the energy Part L building regulations that are currently under consultation).

15.12.4 These two points have led to the fact that a CHP system is currently not a low-carbon system, as was the case when we started the bid. It has also led to the fact that a site wide strategy that relies on a gas driven system (such as the CHP in the energy centre) does not provide as much resilience as before, because we do not know what will happen with the gas grid as the UK moves towards carbon neutrality.

15.12.5 Following the recent national changes, we reviewed the bid energy strategy and are currently looking at resilient and flexible solutions that would enable the masterplan to respond to on-going national changes (we can anticipate more changes in the next 10 year but have no direction from government as to what these will be) and benefit from current national decarbonisation strategies, such as the cleaner electricity provided by the national electric grid. As such, the current preferred masterplan strategy puts forward a plot by plot energy strategy and gives a short list of potential solutions that can be considered for each plot at the time of detailed planning application:

- Full load Air Source Heat Pumps (ASHP)
- Hybrid: circa 50% (load) ASHP + Peak Load Boilers per phase
- Hybrid: circa 50% (load) ASHP + Peak Load Boilers in a central gas heat source
- Hybrid: circa 50 % (load) ASHP + circa 50% (load) Open-loop Ground Source Heat Pumps (GSHP)

15.12.6 The preferred strategy for Phase 1A is option 2 above. This is still to be confirmed in discussion with the LPA.

15.12.7 The sustainability statement that will be submitted with the planning application will summarise in more detail the reasons for the change and the longlist of options we considered, along with the shortlist of preferred strategies.

15.13 Commercial and non-Residential uses

15.13.1 The main changes to the non-Residential uses have been made in order to better carry out the requirements of the bid for these uses. There has been a focus on utilising strategically placed commercial and community use units in order to provide passive surveillance and enliven the proposed public space. This should aid the effectiveness of reducing antisocial behaviour and keep active ground floors in areas with heavier foot flow.

15.13.2 Space has been allocated to house uses such as artist's studios, an event space, community kitchens and maker spaces available to residents have been allocated, working on feedback from community engagement, resident requirements and suggestions and public presentations to local businesses.

15.13.3 Other changes have included:

- No cinema or hotel use have been included since there are other proposals or existing provision within the Town Centre and this project is intended to support and complement the existing Town Centre rather than seek to compete.
- Provision of workshop /light industrial use has been limited only to the west extent of Plot A /Range Site. This is in order to not detract from residential use above and create a more concentrated and active provision in this area. This is envisaged to be “maker” space in line with the “make/create” originally envisaged within the bid scheme.

15.13.4 The proposed retail provision on Southchurch has been reduced from the current amount with the retail contained in what is designated as ‘Block E’ (the block closest to the roundabout at the junction of Queensway and Southchurch Road) being converted to a residential frontage. The reasoning for this is:

- To reduce the amount of retail provision in accordance with the current and forecast market for physical retail.
- This reduction will help to ensure that there are fewer vacant units and that retail units are concentrated in the areas closer to the high street, concentrating retail foot flow and making it more effective. This strategy is in keeping with the sitewide aim of ensuring active Ground Floors
- There has been an emphasis on providing affordable retail units in this location, keeping unit sizes to circa 800 sq. ft and preserving the Victorian era frontage sizes of 3-4m This aims to encourage sustainable, local and independent businesses and preserve the ‘local’ feel of the area.

15.13.5 In general, the uses have either been maintained or enhanced with minor changes.

15.14 Queensway South and Porters House interface

15.14.1 This study looked to capitalise on the reduction in corridor width of the proposed Queensway south of Southchurch Road to the railway overbridge. The existing publicly maintainable highway width is circa 30 metres but the required width for the proposed is around 15 metres. This allow three options to be explored:

- Pushing the alignment hard to the east to the Porters Civic House boundary,
- Aligning it centrally
- Pushing it hard to the western boundary.

15.14.2 The study considered constraints and number of outcomes including the amount of additional developable land could be provided if the block to the south west of the roundabout was included as a potential future development site by dRMM. The preferred alignment was selected as the central corridor. This has led to further studies as this central alignment provides a sizable area adjacent to the Civic Porters House boundary which could be utilised for enhanced landscaping or transferred to Civic Porters House to reduce the area of publicly maintainable highway land.

15.14.3 There is also an option to include extra parking spaces on the Eastern side of South Queensway, utilising the space that a central alignment would provide.

16.0 Scheme Viability

16.1 Description

16.1.1 The scheme at “final proposals” promoted by the LLP currently achieves the proposed LLP target return of 15% profit on sales GDV. The development return is calculated as follows:

(Overall profit after finance costs + partner equity and loan interest) divided by residential sales GDV)

The Initial Business Plan sets out in further detail the viability calculations that underpin this, these remain consistent with the Initial Business Plan.

16.2 Commentary

16.2.1 The financial appraisal includes inflation in accordance with the procurement process.

16.2.2 The key inflation assumptions remain as per the Initial Business Plan.

16.2.3 Market Values will be supported by an independent market valuation. Residential market values were refreshed by CBRE as an update to the report prepared in support of the original bid and business plan. The values have broadly remained as per the previous commentary provided at bid stage and the Initial Business Plan. An uplift in capital value of £7,500 per plot for sea views is included in line with the Initial Business Plan.

16.2.4 In the Initial Business Plan, in line with advice from CBRE, a “regeneration uplift” of c.10% from Phase 3a / October 2024 onwards was assumed as a result of works completed to the Highway and public realm.

16.2.5 In the Final Proposals, the appraisal has been updated with an amended construction programme and sequence and the delivery of Porters Park South is now included within Phase 1. As a result of the enhanced place-making, the “regeneration uplift” is now applied from Phase 1 B onwards to reflect this additional value.

16.2.6 In the Initial Business Plan, a value of £10,000 was applied to the private car parking spaces, assumed to be 833 out of a total of 1,147 allocated to residential.

16.2.7 In the Final Proposals, the value of each space is assumed to be as per the Initial Business Plan, however the number of spaces has been amended in line with the revisions to the scheme; it is now assumed to be 880 spaces out of a total of 1,171 spaces allocated to residential.

16.2.8 The construction cost estimates have been reviewed by G&T (cost consultants) and NU living’s Commercial team and average as follows:

- Residential build (base build only) - £261.25m
- Commercial build - £8.03m
- Plot specific infrastructure - £56.01m (includes demolition, podiums, plot externals, plot abnormals)
- Major external works and abnormals - £58.4m (includes sitewide highways, public realm, attenuation tank, energy upgrade and utilities diversions).

16.2.9 Base build costs are broadly aligned to the Initial Business Plan.

16.2.10 As a result of further design work, analysis of site constraints and feedback from soft market testing of contractors for demolition and highways packages, there have been some

increases to the cost allowances for key major external works and certain plot abnormalities (plot specific infrastructure).

16.2.11 However, there have also been some savings within the plot abnormalities (plot specific infrastructure), for example the removal of the basement car parks assumed at Bid stage and within the Initial Business Plan.

16.2.12 The costs include the following allowances in line with the Initial Business Plan:

- Prelims – 10% on base costs
- Overheads – 3% on base and prelims
- Design Fees – 7% on base costs
- Contingency – 5% on base costs and above allowances

16.2.13 In terms of land assembly, figures have been included based on Property Cost Estimates provided by SBC and is estimated to total £19.8m in line with the Initial Business Plan.

16.2.14 Figures exclude inflation and inflation is applied within the financial model using the same assumptions as those contained within the Initial Business Plan as noted in item 16.2.1.

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Appendix 2 – Engagement



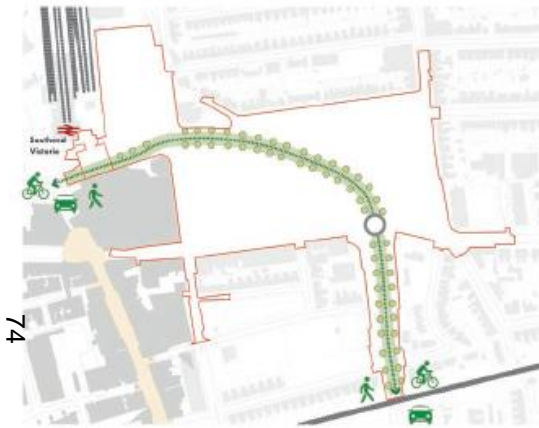
Appendix 2 – drawing 1

Illustrative Masterplan

JMM Architects
Better Queensway | Masterplan Summary



Masterplan Key Moves



1. A Transformed Queensway

Unquestionably, our vision to transform the Queensway is the greatest - and most ambitious - move on our masterplan. We are confident that raising the road to grade and reinstating a street character will be very successful and solve the issue of severance. This strategy removes the physical and psychological barriers that the Queensway road presents and delivers an inclusive place for everybody to enjoy.



2. Re-stitching the Urban Fabric

Inspired by the historic street pattern of the site, our vision is largely centred around re-stitching the severed urban fabric to create a more permeable environment, particularly for pedestrian movements. A part of this strategy is to re-order the hierarchy of transport modes to ensure that active transport routes are not only prioritised but celebrated.



3. Enhancing Connections between the High Street and its surrounding neighbourhoods

Surrounding neighbourhoods have been severed from the high street since the implementation of the Queensway Highway more than 60 years ago. Our vision and strategy enables us these neighbourhoods and provide better, safer, access to the city centre and beyond to the seaford. These enhanced connections provide opportunities for social interaction and potentially increase active footfall to the high street.

Appendix 2 – drawing 3

Masterplan Key Moves 2



4. A Network of Public Open Spaces

The central green space represents the heart of the site, acting as a bridge between the two sides of Queensway road. The park itself will provide opportunities for social interaction and physical activity for residents & visitors of all ages. Residents old and new are encouraged to embrace the space as a cherished community asset, a place to come together and enjoy.



5. Groundfloor activation and natural surveillance

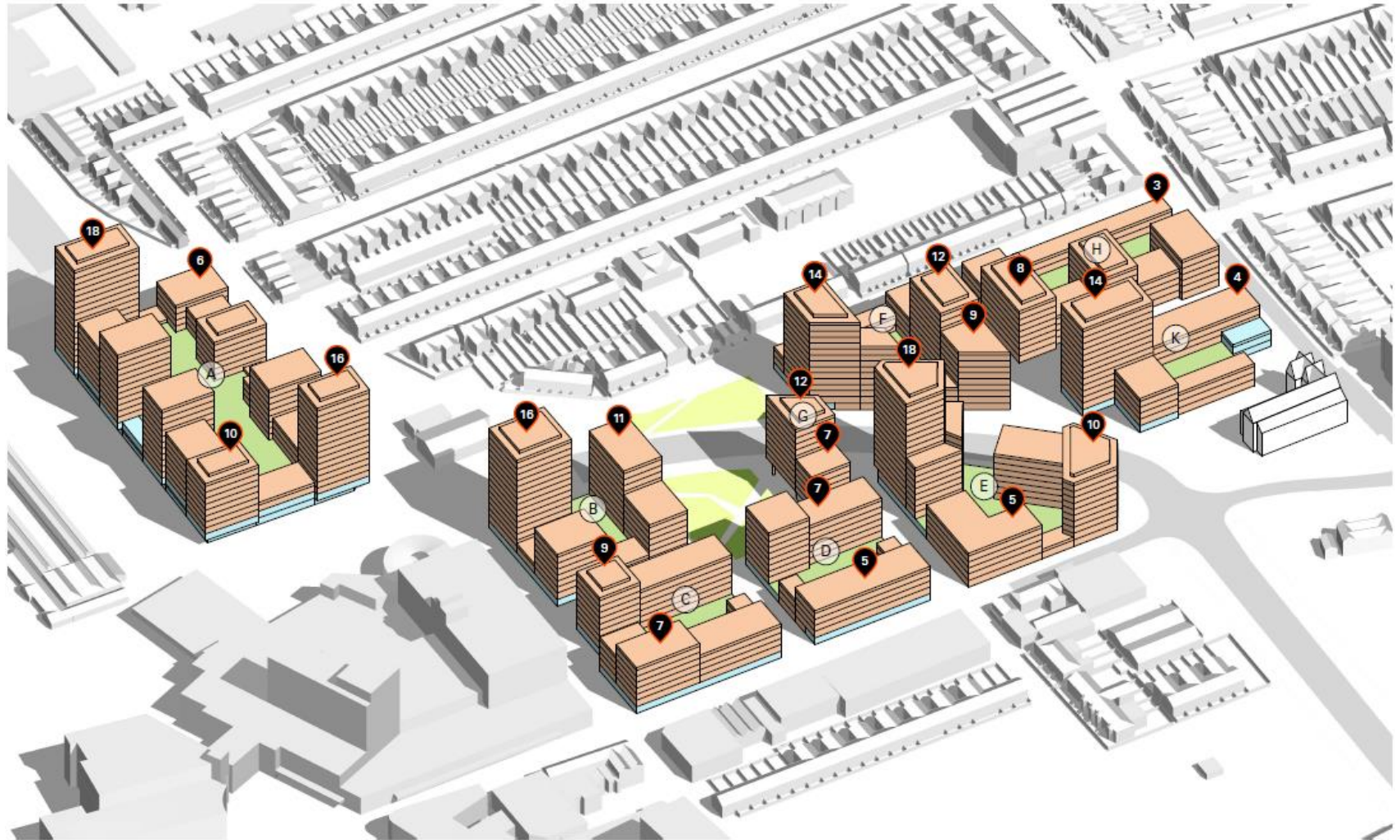
Queensway has the potential to create a new dynamic and animated mixed-use neighbourhood, for existing and new communities to enjoy as a place to live, work and visit. With activation at ground floor, and spaces designed with purpose and function in mind, we are able to create safe, well-used spaces that mitigate antisocial behaviour. The scale of the open spaces are an important factor and natural surveillance has been optimised across the scheme to ensure everybody feels safe walking through the neighbourhood.



6. Scale that respects the context

The arrangement of the taller landmark buildings are generally arranged in a cluster around the public realm improvements of Porters Park and also at strategic locations as visual accents adjacent to Southend Victoria Station and on the Queensway approach axis.

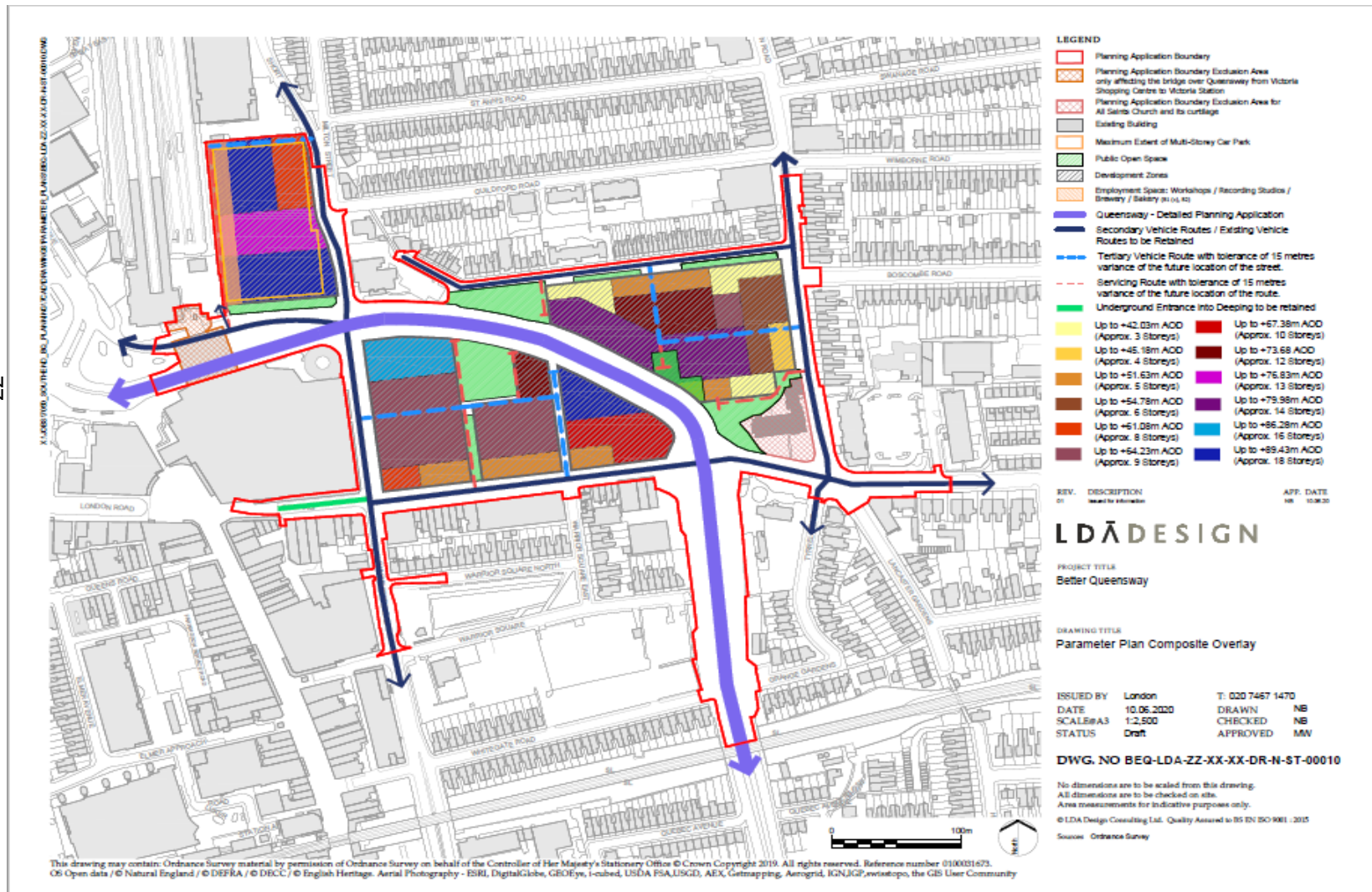
Illustrative Masterplan Massing



Appendix 2 - Drawing 5

Parameter Plan Composite Overlay

77



Potential Sea Views

Appendix 2 – drawing 7

Parking Scenario 0.7 Ratio



Notes:

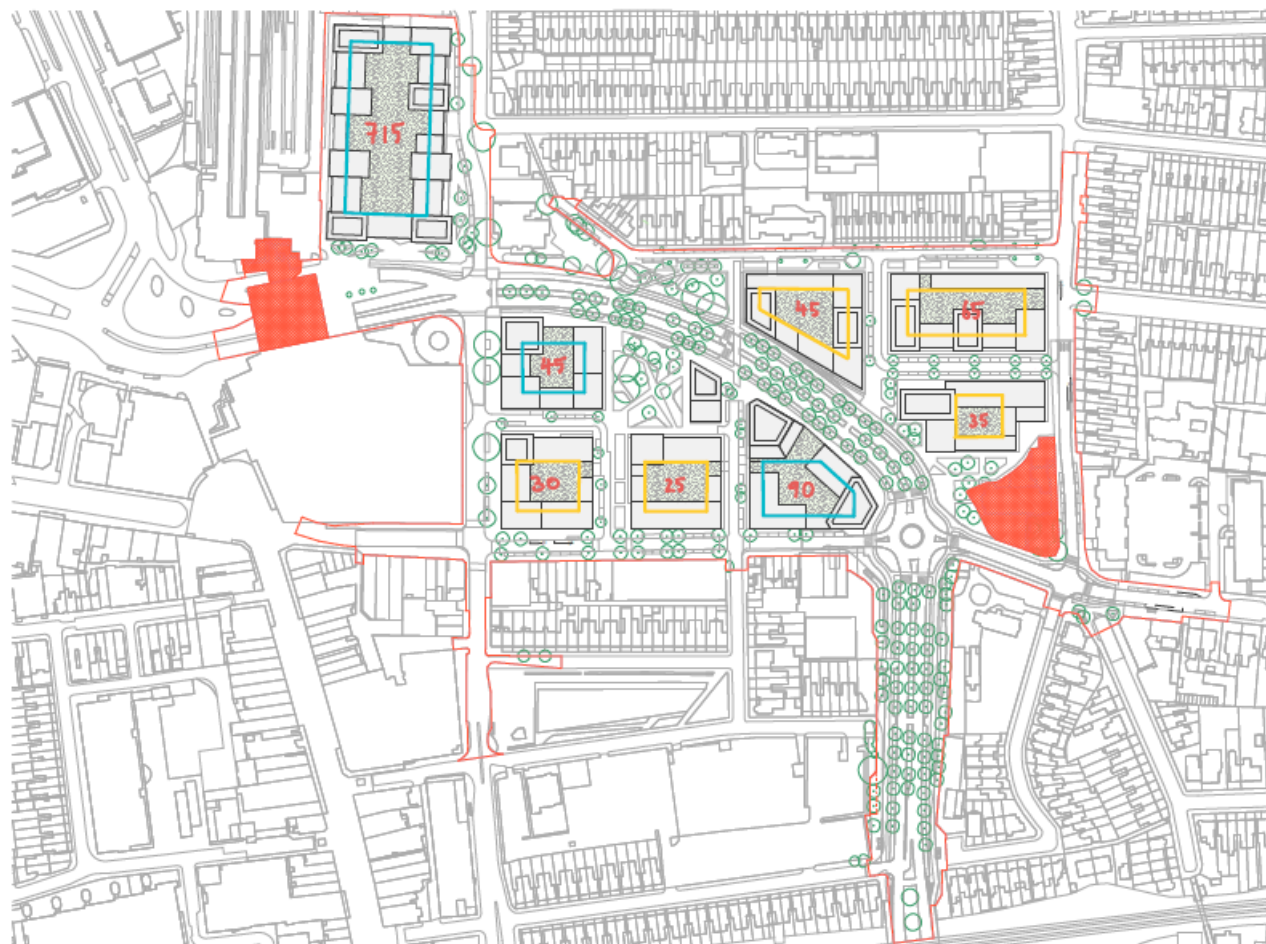
- 1171 Spaces = 0.702
- Phasing - 1a, 1b, 3a, 3b, 2a, 2b, 2c, 4
- 4 level MSCP to Plot A
- Double stacked podium to Plots B and E
- 59 parking spaces on street within public realm, 17 on Queensway, 46 in adjacent streets

Commentary:

- Maintains a minimum of 0.7 through all phases aside from Phase 1b at 0.522
- Multi level above grade parking is restricted to Plots A, B and E only
- No basement required to achieve parking minimums

69

-  PODIUM PARKING
-  MULTI LEVEL PODIUM PARKING



Accommodation and Areas - Phasing



Appendix 2 – drawing 9

BETTER QUEENSWAY / LDA DESIGN & dRMM

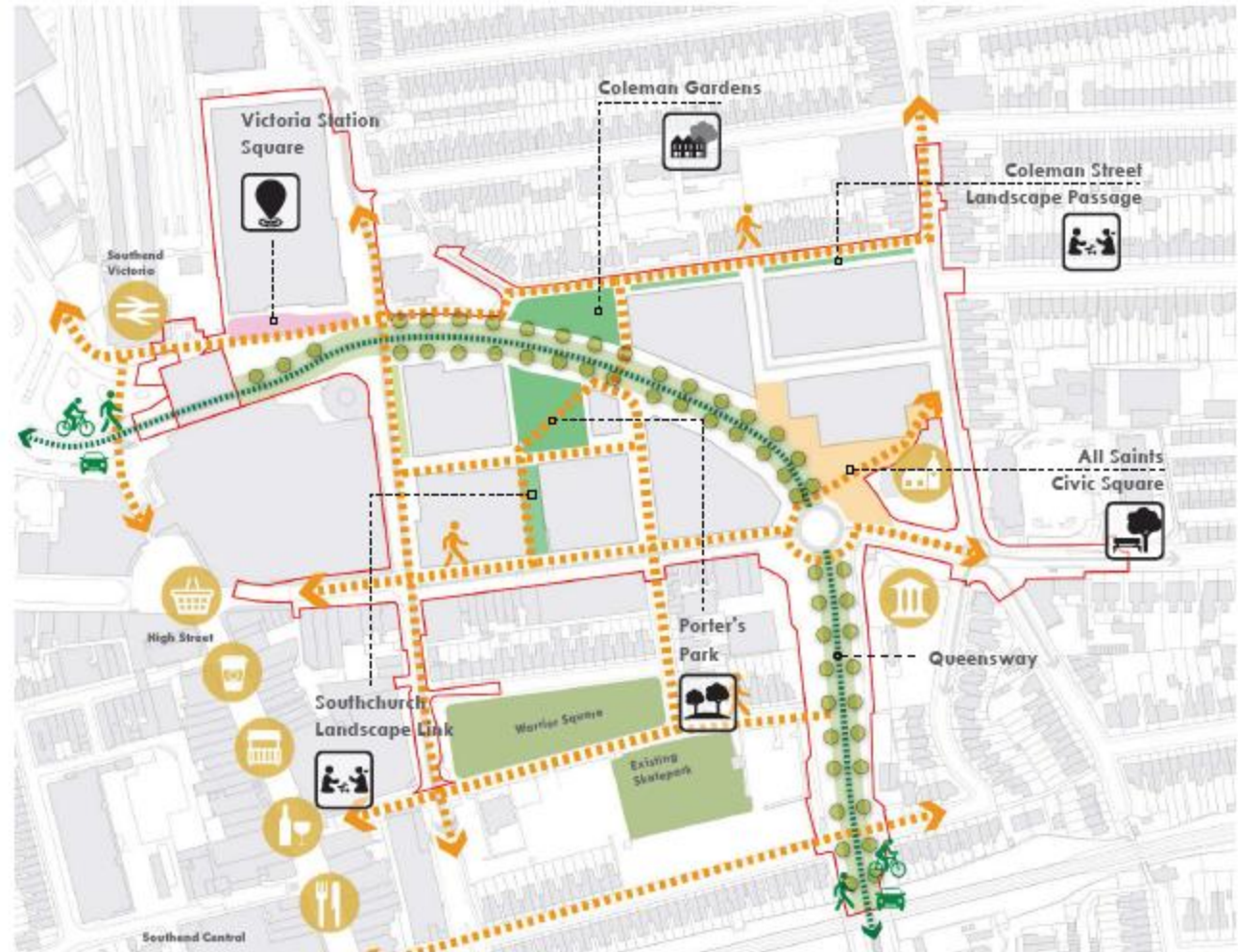
Landscape & Public Realm Strategy

Our masterplan leads with landscape and public realm as a key driver, since it is the landscape which describes how people and place belong together, and how each has shaped the other. Understood this way, landscape is who we are and what we are - not some remote vista or a backdrop to our lives.

At Better Queensway, this approach has evolved into a highly purposeful social endeavour, meaning much more than good public realm. It has been about changing the order of our thinking, and putting life first.

The strategy prioritises a clear understanding of what people need and want from the public realm. The open space strategy includes a network of 6 unique public open spaces that not only support the schemes integration into the surrounding context and strengthen connections to the town centre BUT crucially, it creates a variety of opportunities for encounter and exchange amongst people of all ages. The spatial organisation of this network of spaces provides the chance for encounter through the way a path is designed, or the positioning of a low seating wall, and multi-functional spaces support active curation that the community both old and new can become involved in. This leads to convivial and inclusive places with strongly characterised spaces.

At the heart of the public realm strategy is improved connectivity, and the transformation of Queensway. Queensway is brought to grade and is designed to work together with the network of public open spaces to improve the pedestrian experience, cycle connectivity, and user safety within the neighbourhood. Collectively the network of public open spaces and new streetscape strengthen links to key transport nodes within the town centre, the high street, and the surrounding residential streets.



DRAFT WIP

Appendix 2 – drawing 10

BETTER QUEENSWAY / LDA DESIGN & dRMM

New Tree Planting

Southend-on-Sea guidance recommends a 2-for-1 replacement for existing trees that are removed.

Based on the loss of existing trees the illustrative masterplan provides 188 new trees as a part of the scheme.



Legend

- Development Envelope
- Existing Trees to be Retained
- Proposed Tree

DRAFT WIP

83



Appendix 2 – drawing 12

BETTER QUEENSWAY / LDA DESIGN & JRMM

Porter's Park and Coleman Gardens

Porter's Park and Coleman Gardens together form Porter's Place. These two spaces form the central focal point of the development. Porter's Park and Coleman Gardens are designed to share a common identity. This common identity is established through a shared design language, material palette, and site furnishings palette.

In terms of character, Porter's Park is designed as a local park space for the neighbourhood. The park includes a variety of types of seating, lawn spaces, planting, and an equipped play area.

Coleman Gardens is also designed as a local park space for the neighbourhood. The space is predominately dedicated to play and includes a LEAP play facility. The play facility has a green character and is supported by pockets of seating that ensure this a safe place for children to play, and for family gatherings to take place that build community spirit. Additionally, the park includes a number of retained trees, areas of planting, and pedestrian links to Coleman Street.



Appendix 2 – drawing 13

The Queensway - Looking east from Victoria Station

85



Appendix 2 – drawing 14

The Queensway - Mid point Crossing looking South



Appendix 2 – drawing 15
Porters Park looking North

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Appendix 2 – drawing 16

Porters Park looking South towards Southchurch Road



Appendix 2 – drawing 17

CGI05 – All Saints Church Public Space



Appendix 2 – Drawing 18

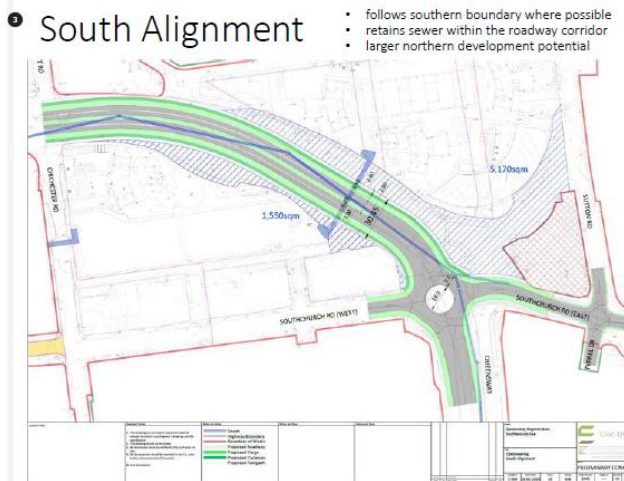
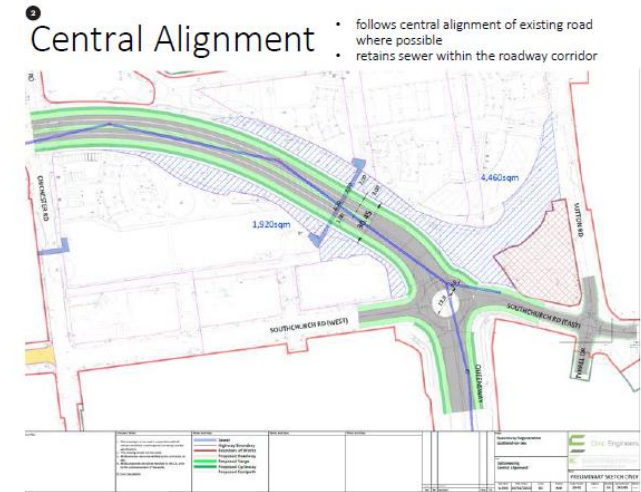
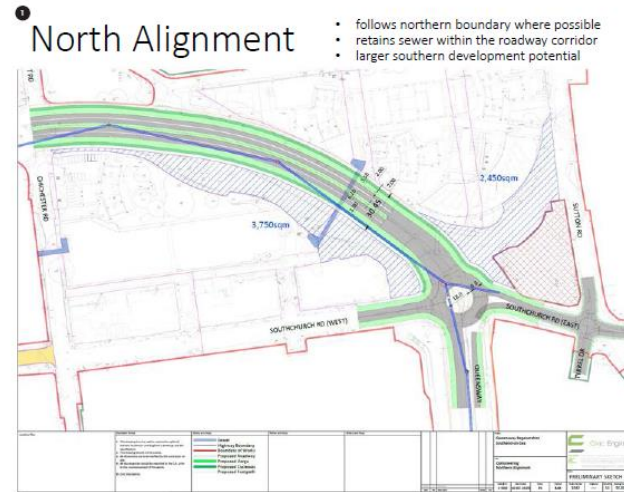
Design Evolution 1

3.2 Design Evolution

The principal of the changes to Queensway centred around unlocking the site for redevelopment and creating a connective spine linking together the masterplan. This built on Swan's bid stage proposal.

The existing Queensway road corridor is approximately 32 metres wide - being as wide as an eight lane motorway. Whilst maintaining Queensway as a high vehicular capacity road of four lanes at-grade, this released nearly half of the road surface area back to other uses within the masterplan. To find the ideal alignment within the existing road corridor, three alternative alignments were studied with the wider design team as a part of the masterplanning process. A major constraint was the location of an existing 1.3 metre diameter surface water trunk sewer that pass under the Queensway. A summary of the findings are provided in the image captions to the right.

Collectively, it was concluded that Queensway should follow the northern alignment as this provided the best geometry for the highway in balance with the other wider masterplan objectives. The resulting alignment has given added space for walking, cycling, tree planting, and Sustainable Urban Drainage that support the wider masterplan objectives.



¹ Northern Alignment – Selected. Provides the most favourable of road geometry for the roundabout with Southchurch Road. Releases land on southern side

² Central Alignment – Roundabout geometry inefficient.

³ South Alignment – Roundabout geometry unworkable

Appendix 2 – Drawing 19

Design Evolution 2

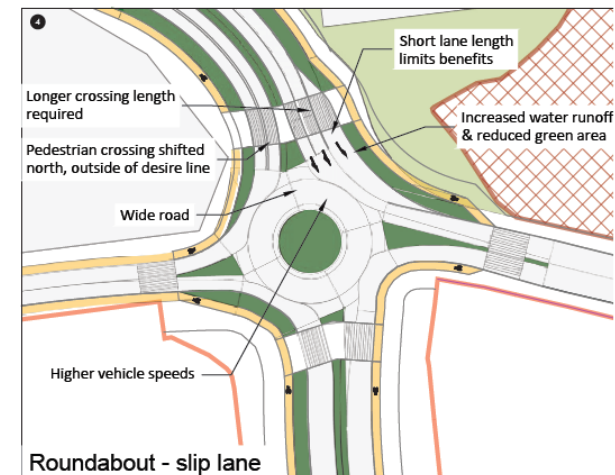
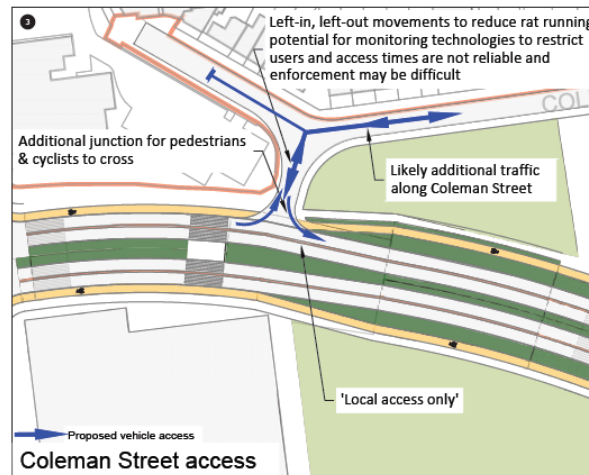
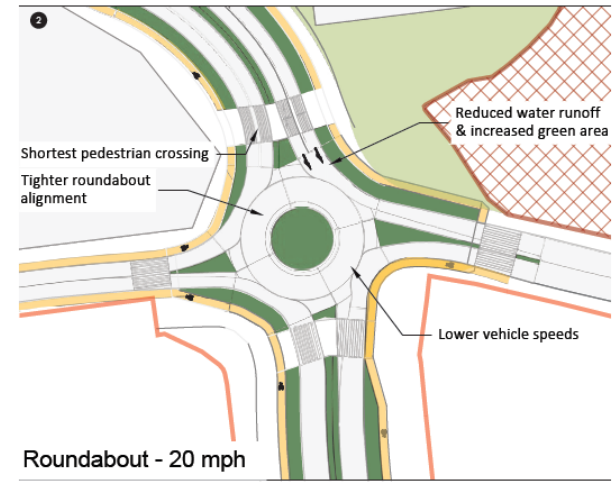
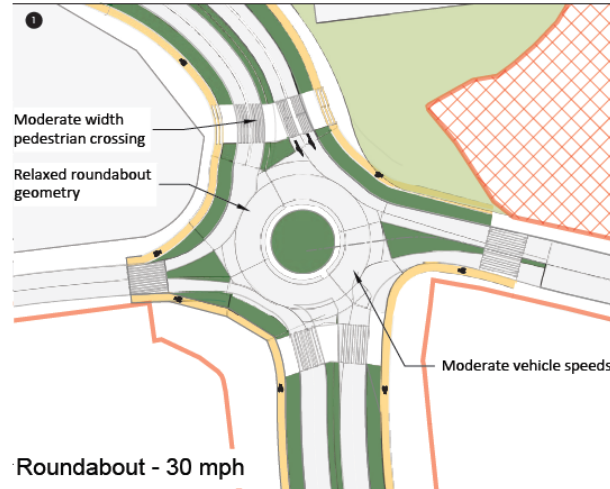
3.2 Design Evolution

Additionally, during the process the highways design tested a number of alternatives that were identified through the first round of consultation. The alternatives identified included a 30mph speed limit (1), a 20mph speed limit (2), a left turn flare from roundabout to Southchurch Road (3), and the opening of Coleman Street to Queensway (4). These alternatives were tested through highways drawing and consulted on with a number of wider strategic highways improvement during a second round of public consultations for the masterplan.

The following conclusions were drawn from the second round public consultation feedback and further design and traffic modeling testing following the consultation.

At the first round of consultation the principal of raising Queensway to grade was presented, a number of ideas followed that were explored further and were presented at the second round of consultation. These included a 30mph speed limit and its effect on the roundabout geometry in comparison to (1) a 20mph speed limit (2), a left turn flare from roundabout to Southchurch Road (3), and the opening of Coleman Street to Queensway (4).

The 30mph geometry was chosen in consideration of the importance given to the movement of traffic on Queensway. The road has been designed with regular 'features' and the additional kerb side activity the development will create will promote a lower and consistent speed unlike the current Queensway. The opening of Coleman Street raised concerns on the opportunity for traffic to 'rat-run' on a narrow residential street. The left turn flare lane provided little additional traffic capacity and required the pedestrians to cross five lanes of traffic, which would require traffic to wait longer. However, passive provision has been secured to allow the construction of this flare lane in the future if it ever deemed necessary.



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Appendix 3 - Final Proposals summary

This appendix sets out a summary of the final proposals in relation to the procurement objectives set by the Council in 2018 and in the context of the Initial Business Plan which was agreed in November 2019. The following table highlights how the final proposals scheme addresses both of these factors. Any changes in the scheme since the last Business Plan was approved in November 2019 will result in the new scheme being included in an amended Business Plan immediately upon approval of the final proposals.

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|---|---|---|
| 1 | The Council requires a mixed use integrated residential and commercial use scheme on the site with mixed tenure housing development of private sale, private rent, and an increase on the 441 affordable units on the site, as well as a scheme that is in accordance with the Council's planning policies. | <p>The scheme developed for the procurement exercise met this objective by demonstrating a strong mix of these requirements. It delivered an increase on the 441 affordable units on site and demonstrated a strong planning approach. It included:</p> <ul style="list-style-type: none"> • Over 1600 homes • Over 500 affordable homes split across tenures • These affordable homes were demonstrated to be locally affordable e.g. rents at or below Local Housing Allowance levels • Mixed use / tenure scheme | <p>The detail of the housing to be delivered will not form part of the hybrid planning application this July, however a Design Code will set much of the look and feel of the housing to be applied for. The detail of the housing itself will be the subject to future reserved matters planning applications (RMAs) relevant to the various phases of development. The project continues to seek to maximise housing, in the context of the overall scheme and the need for financial viability.</p> <p>The Initial Business Plan set out a baseline of 1,658 homes, 512 of which will be affordable (of different tenures). The final proposals revises this to seek planning for between 1,669 and 1,760 homes through a parameter plan approach. An Illustrative Masterplan is also to be submitted to planning to demonstrate how the lower of these parameters can be delivered. This Indicative Masterplan includes 1669 homes that would be delivered in the first phase of the housing. The results of the 2019/20 Housing Needs Survey, alongside analysis of site and delivery constraints, have been used to inform the first phase of housing which will follow the hybrid planning application as a reserved matters application. This is to ensure that suitable homes can be provided for the first residents to move in line with the phasing strategy for the project.</p> <p>Additionally the JV board and the two shareholders have reached an agreement in principle to deliver a minimum of an additional 100 social rented homes through the conversion of private sale units with gap funding / acquisition costs provided by the Council. This accords with the Council's commitment, reflected in the LLP business plan, to maximise affordable homes in the scheme.</p> |
| 2 | The Council aspires to the expeditious delivery of the scheme as soon as reasonably practicable in accordance with a robust and realistic proposal whilst managing and minimising disruption. | The programme plan developed in the bidder's concept for the procurement process would see activities from both JV partners commence as soon as Full Council approval is given to expedite the process. This programme would see works in the example scheme commence in 2021 (e.g. pre planning | The timetable has moved to accommodate extended consultation and generation of options in relation to the feedback received. Therefore the target completion date for the construction element is now 2033. In order to maintain pace, the first planning application, summarised in these final |

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|--|--|---|
| | | <p>work) and anticipated completion of the site in 2032. Priority is demonstrably been given to the rehousing of the current BQ residents. It included:</p> <ul style="list-style-type: none"> • Highways works proposed to commence 2021 – 5 year programme with possibility to be negotiated down • Proposed completion of site 2032 | <p>proposals, will now be a hybrid application consisting of outline for the whole site through parameter plans, a Design Code and detail for the highway. This will be followed by a reserved matters application for the first phase of the housing for a minimum of 267homes in line with the Initial Business Plan.</p> <p>There have been significant changes to the phasing of the scheme which has led to all but one phase being delayed in the programme and taking longer to complete. This has been on t he back of further analysis of the development programme and potential market absorption of units. These changes are offset in the whole programme by bring forward in the programme a later phase. As a result the overall scheme is completed in 2033 one year later than the previous scheme.</p> <p>In relation to the highways works early contractor involvement has begun to identify the optimum phasing and delivery timescale. The highway design is assessed as being the only option which allows the Queensway to remain open during the whole development period, therefore seeking to minimise disruption.</p> |
| 3 | <p>The Council is seeking the establishment of a safe, vibrant, sustainable community through the Better Queensway scheme that will impact positively on the economic and social well-being of the Community. This should include the establishment and operation of an on-going Community Fund.</p> | <p>This objective has been met through a demonstration of their design concept and the establishment and operation of a community fund. The overall concept included significant elements of community safety. It included:</p> <ul style="list-style-type: none"> • CCTV • Community concierge – Staffed facility to provide local residents with onsite services and support • Activated green spaces • SuDs provisions • Energy Centre on site • Opportunities for start-up businesses • Community Fund and Community Liaison Role established | <p>While information relating to security is too detailed for this stage in the planning process, secure entrances, CCTV and concierge services have all featured as part of the recent consultation and are included within the lobbies.</p> <p>There has been a reconfiguration of the green space to reflect constraints identified in plot delivery. A park is at the heart of the development has been changed in shape and reduced in size with the green space being distributed throughout the site. The key public spaces are all as per the original bid scheme with the distribution of the same amount of green space with the introduction of a new green link connecting Porters Park through to Southchurch Road, reflecting anticipated pedestrian desire lines.</p> <p>In regards to the energy provision, the building and energy regulations have changed and CHP systems are no longer compliant with current regulations. As a result, a revised a revised energy strategy has been prepared that will be submitted to planning which sets out different ways the</p> |

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|--|---|--|
| | | | <p>scheme could address the new regulations on a phase by phase basis. This will likely include air source heat pumps which are recognised as a low carbon technology. This change in strategy has required additional plant and equipment to be located on the roofs of the blocks causing an increase in height of one storey.</p> <p>The Queensway design has been developed with a co-ordinated sustainable urban drainage strategy in mind, this is considered with the selection of trees and planting, the proposed paving and detailing and the inter-relationship between this and the green spaces throughout the rest of the scheme.</p> <p>As a secondary feature the benefits of infilling the Queensway allow for water attenuation tanks to be placed in the current underpass, making use of that space to the benefit of the development and the wider town, particularly the seafront which can suffer from flooding in heavy rain events.</p> <p>Community Liaison Officer is already in post.</p> |
| 4 | The Council requires the delivery of a revised highways scheme serving the Better Queensway site in line with the requirements as set out in the Descriptive Document with all adopted roads continuing to be maintained by the Council. | <p>The scheme developed for the procurement meets the requirements set out in the descriptive document and Highways Design and Principles document. It included:</p> <ul style="list-style-type: none"> • Four lanes from town centre to seafront retained • Raises the Queensway underpass to ground level throughout • Recognises traffic flow requirements whilst seeking to improve permeability across the site | <p>The highway will be submitted in detail as part of the hybrid planning application. Extensive options development has been undertaken in response to consultation feedback regarding the highway and the optimum highways design presented for the final proposals presents the highway at grade (street level and filling in the underpass) and retains four lanes from the town centre to the seafront. This design now remains within the existing highway boundary, with the overall amount of highways land being reduced and returned to public realm or developable area.</p> <p>Additional work is still being undertaken on this scheme with traffic modelling ongoing, provided this supports the highways scheme this will be one submitted to planning. If this modelling requires any changes these will be reviewed, non-material changes can be approved through the delegation in place whilst if more significant changes are required the scheme will be represented through the final proposals process for approval</p> |
| 5 | The Council requires the scheme to provide enhanced pedestrian and cycling permeability across the site and links to the town centre. | <p>The scheme developed for the procurement meets these requirements through:</p> <ul style="list-style-type: none"> • Makes appropriate provision for cycle lanes throughout the site | <p>Cycle lanes and pedestrian permeability are demonstrated through the drawings in the design drawings in the appendix. New off street cycle lanes connecting from Victoria Gateway down the Queensway and linking in with other existing cycle</p> |

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|---|--|--|
| | | <ul style="list-style-type: none"> Two large green areas contained within the site boundary Makes adequate provision for pedestrian permeability | <p>routes are proposed.</p> <p>Green space across the site creates a safe, at grade, natural link to the town centre and improved connectivity, reducing severance. Careful positioning of proposed commercial frontages to key corners and walking routes through the scheme will provide passive surveillance and increase footfall in those areas.</p> |
| 6 | <p>The partnership will offer existing Council tenants on the site the chance to return via an Assured Tenancy. Although this will not be a direct Council tenancy, it will offer the same terms and conditions. The Council recognises that those seeking a secure tenancy will be offered Council housing elsewhere within the Borough as available. Resident leaseholders will be offered a shared equity unit, and the remainder of the affordable units must be genuinely affordable with rents at or below Local Housing Allowance levels on a continual basis. These units must remain affordable on the exit of the partnership. The <i>Better Queensway - Resident and Leaseholder Commitments</i> document must be adhered to when delivering the scheme.</p> | <p>This objective has been addressed in full throughout the submission in many sections. In addition to these requirements there is a significant amount of added value items that have been included as a result of partnering with a housing association. This includes access to their housing register and processes.</p> <ul style="list-style-type: none"> Shared ownership offer affordable for local people with rental element at or below local housing allowance 25% entry for shared ownership | <p>The final proposals scheme does not present detail in regards to the tenancy offer as it is not a matter of design but service delivery. There has been no change in the offer made at bid stage and all parties are committed to maximising the number of affordable rented homes on the site within a financially viable scheme.</p> <p>An in principle agreement has been reached between the JV and its two shareholders to deliver at least an additional 100 affordable rented homes at social rents through the conversion of private sale units i.e. increasing the overall percentage of affordable homes in the development.</p> <p>The results of the Housing Needs Survey have been used to inform and reconfigure the unit mix within the plans for the first phase of housing so as to ensure that the needs of residents who move first can be met.</p> |
| 7 | <p>The Council is seeking a sustainable development based on excellent design quality of homes, open spaces and supporting infrastructure delivered in accordance with the Better Queensway design policy and principles document.</p> | <p>This objective has been addressed throughout the submission and adherence to the Design Policy and Principles document.</p> <ul style="list-style-type: none"> Mixed tenure scheme Varying density in line with planning advice High quality public realm SUDS / Energy centre approach robust centre approach utilising Queensway underpass Met key requirements re. Sustainability / Aspect | <p>The final proposals presented confirms a mixed tenure scheme with a range of building heights from 3 to 18 storeys of residential accommodation. Pre-application meetings have been ongoing with stakeholders and the LPA to assess the proposals through development for acceptability. Where possible comments have been taken on and addressed by the design team.</p> <p>A park remains at the heart of the development, with 3 key public spaces as per the bid being provided. Station Plaza, Porters Park and the new setting for All Saints Church. In addition, green space has been distributed throughout the scheme with the introduction of enhanced green links from Coleman Street, through the park and down into Southchurch Road, reflecting key desire lines to establish safe and pleasant routes into and out of the town centre.</p> <p>A Design Code is being submitted through the final proposals process that builds on the Design Policy and Principles document from the procurement and codifies many aspects of</p> |

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|--|--|---|
| | | | the development to come forward. This is still being developed by the JV, but it has committed that this document will comply with the Design Policy and Principles document from the procurement. In advance of its submission this will be reviewed by the Council to ensure that this is accurate. On this basis it can be approved through the final proposals process subject to this review. If upon review there are non-material changes to it this can be approved through the delegation. If there are material changes this will trigger a second final proposals process. |
| 8 | The Council requires the development to be environmentally sustainably delivered both during construction and its lifetime, taking into account the impacts of climate change. | <p>This objective has been met through the responses in questions including:</p> <ul style="list-style-type: none"> • Sustainable Urban Drainage Systems / Robust Energy centre approach utilising Queensway underpass • Green infrastructure • Robust construction management plan | <p>In regards to the energy provision, the building and energy regulations are changing so the energy strategy has been revisited in the final proposals process. A new approach has been included within the planning submission that will address energy provision on a phase by phase basis.</p> <p>Environmental sustainability in design, construction and day to day life across the site continues to be a key consideration. This was strongly supported during the consultations and will continue to be explored across all aspects of the Project.</p> <p>Greening of the area is a feature of the plans with a park at the heart, additional green space distributed across the site and a net increase in the total number of trees on site with 2 for 1 trees proposed.</p> |
| 9 | The Council requires the scheme to further and contribute to the Better Queensway Smart Cities aspirations. | <p>This objective has been met through the responses in the Design and Master plan and Smart Communities sections in their submission.</p> <ul style="list-style-type: none"> • Future proofing of scheme with hard wired infrastructure • Portal established for local residents • Number of smart technologies included within the home and site e.g. CCTV / Waste / Smart metres / monitoring stations | At this stage the detail of smart city infrastructure is not presented in relation to final proposals however matters such as CCTV and secure entry systems have been highlighted during consultation. |
| 10 | The Council's design aspirations are reflected in the Design Policy and Principles document. The most important aspirations are, in descending order of priority: | <p>The bidder has managed these aspirations in developing its solution and has endeavoured to most closely meet those possible within the challenges of both the financial and site constraints.</p> <p>In the example scheme developed for the procurement:</p> <ul style="list-style-type: none"> • Affordable Housing has been increased from 441 to 512 units | The car parking ratio for the scheme is proposed to be 0.7:1 (increase from 0.25:1 on the current site) This is in line with the scheme in the current Business Plan. Some phases of development will deliver more parking than others and where it is less parking is available measures to mitigate and off-set that with interim parking elsewhere will be available, but the final scheme is expected to deliver 0.7:1 parking ratio. |

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|--|---|--|
| | <ul style="list-style-type: none"> Increased affordable housing provision; 1:1 car parking provision; and Building heights not exceeding 12 storeys | <ul style="list-style-type: none"> These affordable homes were demonstrated to be locally affordable e.g. rents at or below Local Housing Allowance levels (amount claimable in housing benefit) / Shared Ownership entry at 25%). Parking is delivered at 0.7:1 (increase from 0.25:1 currently) Three buildings above 12 storeys. However, all buildings are lower than current tower heights. | <p>The previous basement parking has largely been omitted from this scheme, apart from a potential parameter to include some if required. The proposed solution is to allocate the majority of car parking in podium and multi-storey car park structures with the remainder distributed on street and to be managed by permit arrangements.</p> <p>Building heights have increased in some places across the site. This has been to:</p> <ul style="list-style-type: none"> Accommodate this parking; Address energy needs by locating extra environmentally friendly heating plant and equipment on the roofs; To change ground floor uses to commercial and community concierge rather than residential in order to improve the quality of the environment and increase security; and To recover a reduction in viability as a result of these changes by increasing private sale units by between 11 and 103 and charging a premium for the units at height with sea views. <p>These changes result in a viable scheme with no buildings that appear taller than the corresponding tallest building at that end of Victoria Avenue (Alexandra House).</p> <p>In terms of massing, a reduction in height along Sutton Road is also evident in the drawings.</p> <p>Overall the scheme presented has therefore not addressed this objective as well due to the increase in height and lack of change in the other 2 factors of affordable housing and parking. It was felt that increasing height whilst retaining these 2 factors was appropriate as they were of greater priority</p> <p>Outside, but in parallel with the final proposals, the JV and its two shareholders have reached an in principle agreement to deliver at least an additional 100 affordable rented homes at social rents conversion of private sale units supported by gap funding from the Council i.e. a greater percentage of homes on the site will be affordable . This further increases the affordable housing provision.</p> |
| 11 | The partnership will obtain planning permission for the scheme and other consents as necessary | <ul style="list-style-type: none"> Pre-application advice sought on procurement concept. Appropriate approach put forward. | Submission of the information considered here is a requirement in advance of making a planning application. |

| No | Procurement Objectives | Assessment of bid proposal | Position in the final proposals June 2020 |
|----|--|---|---|
| | | <ul style="list-style-type: none"> PPA approach proposed in concept. | <p>The first planning application (hybrid seeking outline consent for the whole site through parameter plans, Design Code and detailed for the highway) is expected in July 2020 subject to this final proposals being agreed. The first phase of housing for a minimum of 267 units will then follow as a reserved matters application. This is a change to the approach proposed in the bid submission but will enable the pace of delivery to be maintained and the HIF deadline to be reached. It has been discussed with the Local Planning Authority through pre-planning and separately agreed at the JV Board.</p> <p>There is no Planning Performance Agreement (PPA) in place currently</p> |
| 12 | The Council aspires to maximise all aspects of social value through the Better Queensway scheme in line with the Council's draft social value policy (policy to be finalised during the procurement) | <ul style="list-style-type: none"> Community Fund established and Community Liaison Role established Local employment proposals detailed including training Early engagement with local community, including residents / schools etc. addressing improving life opportunities / health & wellbeing / affordability | At this stage of the project the detail relating to social value outcomes is not presented however other activity continues to indicate the JV's commitment to it such as the early appointment of the Community Activation Officer who has connected with a wide range of local stakeholders already, Swan's support of the SECTA (South Essex Construction Training Academy) project etc. |

| No | Objectives | | |
|----|---|---|---|
| | Approach Objectives | | |
| 13 | The Council requires a long-term partner to work with it to fund and develop the mixed use scheme identified above on the Better Queensway site including associated highways infrastructure and to fund, manage and maintain all public realm and retained operational units on the site. | <ul style="list-style-type: none"> The partnership agreement, Leases, management agreements and funding approach broadly reflect the Council's requirements. There are some departures from the Council's anticipated legal approach to the partnership but these are well understood and mitigated through the arrangements. | The legal documents appointing Swan as partner and establishing Porters Place Southend-on-Sea LLP as the joint venture vehicle to take forward the project were signed in April 2019. These underpin the way in which the partners will work together over a 30 year period to fund, deliver and manage the site. |
| 14 | <p>The Council requires an on-going role in the governance of Better Queensway including equal say on, at least, the following areas:</p> <ul style="list-style-type: none"> Community / Resident engagement; Changes to tenancy agreements; Rent levels; Tenure changes; Retaining the minimum number of affordable units; Operation of the Community Fund; and Management and maintenance of all affordable units <p>The Council requires a significant influence over, at least, the following areas:</p> <ul style="list-style-type: none"> Design of the scheme; Branding of the scheme; Sales, operation and rental strategies of residential and commercial facilities; Management and maintenance of all retained operational units and public realm; and Procurement of contractors. | <ul style="list-style-type: none"> The lease agreement and partnership agreement details all of these requirements, and therefore has been addressed. | The final proposals does not relate to these as partnership working and service delivery matters. However, it is worth noting that experience of working in the new partnership arrangements demonstrate active participation by the Council and its partner in a partnership approach. |
| 15 | Where the Council does not already own the freehold of elements of the site at the point of entering the partnership it will seek to obtain such freehold ownership through the partnership. Any costs associated with CPO will be funded by the partnership. | <ul style="list-style-type: none"> The approach includes suitable options for the CPO approach. All costs allowed for within the partnership Arrangements put in place to expedite the scheme | Outstanding land title matters are being addressed and where premises are being secured to enable freehold ownership of the site these costs will be met by the JV. The application for designation as a regeneration site will be made on determination of the planning application. The proposed timeline for the application and granting of the Compulsory Purchase Order (CPO) has been extended but within the tolerances of the overall programme. There is a CPO strategy in place. |
| 16 | The Council will retain freehold ownership of the entire site throughout the development and operational periods. | | This continues to be the case. |

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|----|--|---|---|
| 17 | The Council's only guaranteed investment into any partnership arrangement will consist of the value of the long lease of the land. | <ul style="list-style-type: none"> The bid demonstrates a residual value appraisal of the land is negative based on the Council's voluntary requirements for the site (objectives / minimum requirements) Arrangement put in place to meet s123 obligations | The financial arrangements are subject to ongoing testing and review by the JV and its two shareholders to ensure value for money. |
| 18 | The Council has some appetite for risk. This could extend to investment beyond the land value and operation of the site. Any such investment must be balanced by commensurate reward. Any investment by the Council must be balanced by private investment. In addition, the Council may provide senior debt funding for the initial development of the scheme | <ul style="list-style-type: none"> Council invest equity of £1.5m Council Junior loan of £13.5m Reward paid through interest and profit share Interest expressed in Council being senior lender – no commitment made. | A change in the make-up of the financial arrangements was reported through the Shareholder Board report of 16 th October 2019 (minute 16 refers). This shows Council investing equity of £1.00 and junior loan of £14,999,999.00. Discussions are ongoing between the Council and the JV regarding the Council being the senior lender. |
| 19 | The Council expects to receive meaningful financial returns which are to be delivered throughout the development and the life of the operation of the scheme. | <ul style="list-style-type: none"> Conceptual approach and indicative scheme reflects a good financial return, which was judged as commensurate with the risk being taken. | A small contradiction in viability calculation approaches was identified through the final proposals process. This has been addressed through an agreement in principle to address this inconsistency. On the basis of this agreement the scheme remains viable and the Council will receive 50% of the profits of the scheme as well as an appropriate return on its lending. . |
| 20 | The Council requires the partnership to keep all relevant stakeholders engaged and informed in an open honest timely and appropriate way. | <ul style="list-style-type: none"> Included in number of ways (statutory & non-statutory) Early engagement with all stakeholders Planning engagement with stakeholders Ongoing engagement through tenancy management | <p>The JV, working with the Communications teams of both its shareholders, and its appointed consultation specialists GL Hearn, have undertaken two rounds of public consultation over autumn 2019 and winter 2019/20. This has included dedicated sessions for residents, businesses, Councillors and the Youth Council as well as general public engagement events and an on-line presence.</p> <p>The JV has also appointed its Community Activation Officer who is regularly on-site and engaging with a range of stakeholders.</p> <p>A Housing Needs Survey has been undertaken in partnership with South Essex Homes to better understand the needs and aspirations of existing residents.</p> |

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Southend-on-Sea Borough Council

Executive Director Neighbourhoods & Environment

to
Cabinet

on
30 June 2020

Report prepared by Sharon Harrington
Head of Traffic and Highways

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Covid-19; Parking Recovery Proposals

Relevant Scrutiny Committee(s): Place Scrutiny
Executive Councillor: Councillor Ron Woodley
Part 1 (Public Agenda Item)

1. Purpose of Report

- 1.1 The COVID-19 pandemic has had and continues to have a major adverse impact on individuals, families, social networks, businesses and the wider economy on a global basis. The initial impact of the pandemic is now subsiding but it is clear that its impacts will be long term and far reaching and may re-emerge.
- 1.2 This report sets out how Parking Services could support the Council's intentions to lead and support its communities and businesses through the crisis and help them towards a sustainable recovery.
- 1.3 The Council itself has been significantly affected by the pandemic and this report also outlines the approach by which parking will adapt its way of working to engage with customers and deliver services in what has been described as the "new normal", for an agreed period of time.

2 Recommendations

That Cabinet:

- 2.1 Approve the proposed temporary parking concession approach by which the Council will lead and support its communities and businesses by selecting options as set out in section 5 of this report and noting the relevant financial impact and proposed funding of the option chosen.
- 2.2 Approve the continuation of the additional 5 Civil Enforcement Officers at an additional monthly cost of £16K up to a maximum of six months (£96K) to support the increased parking pressures being identified as more vehicles are moving around the borough, which would be self-funded. The increase of officers will support enforcement in Controlled Parking Zones where complaints are being received due to parking of vehicles without permits.

- 2.3 Delegate authority to the Executive Director of Neighbourhoods and Environment in consultation with the Cabinet Member for Transport, Capital & Inward Investment to remove the schemes as and when the support for extended parking and reduced hours of enforcement are no longer required.

3. Background

- 3.1 At council on the 18 July 2019 there was an agreement to recruit on a temporary basis an additional 5 Civil Enforcement Officers as there was an appetite for increased parking enforcement, particularly in the vicinity of schools for example.
- 3.2 The recruitment of Civil Enforcement Officers was undertaken; however due to the lack of interest officers were not on boarded until February 2020.
- 3.3 Based on the statistics of enforcement Civil Enforcement Officers usually cover their costs; however due to Covid-19 there has been a significant decrease in enforcement over the last few months.
- 3.4 As we embark on relaxation there is more of a need to keep enforcement as robust as is possible to keep our network congestion free.
- 3.5 During lockdown the Civil enforcement officers were used to undertake other duties to support deliveries etc. however in normal working times their focus must be on enforcement to ensure we keep our network moving. We are currently not enforcing all contraventions in the borough due to the increased pressures we are experiencing in and around the seafront location. Therefore a reducing in officers could mean less enforcement which would create bad parking / driver behaviours.
- 3.6 We currently employ 37 Civil Enforcement Officers; based on a 7 day a week service on a shift pattern we have approx. 8 officers patrolling on any one shift.

4 Policy Justification

- 4.1 The situation arising from the C-19 pandemic is unprecedented and as maybe expected given this, the Council has no specific policies and no history of previous decisions directly relevant to this report.
- 4.2 However, fundamentally the Council exists to serve the town and its residents and support its community and the businesses in times of need. It is acknowledged at a national level that local authorities have played a key role in managing the response to the pandemic and will continue to do so through the recovery period and beyond.

5. Options

- 5.1 **Option 1.** Do nothing; continue with the current enforcement times and charging structure.
- 5.2 **Option 2.** Extend parking sessions; allowing the customer to buy 1 hour and get one free (in all off-street car park locations ONLY) and reduce enforcement times and not charge after 4pm - 7 days a week (in all off-street car park

locations ONLY) and extend the temporary recruitment of 5 mobile Civil Enforcement Officers for a further six month period.

Over the three month period (July, August & September); there is a potential risk to income in the region of £155k for the change of parking sessions and enforcement times. This loss in income will be met from the funding for COVID-19 response and recovery.

There is also a £16k per month pressure for the next six months for the extension of 5 Civil Enforcement Officer totalling £96k. However; it would be expected that this would be self-funding throughout the life of the recruitment.

- 5.3 Option 3.** Extend parking sessions; allowing the customer to buy 2 hours and get one free (in all off-street car park locations ONLY) and reduce enforcement times and not charge after 4pm - 7 days a week (in all off-street car park locations ONLY) and extend the temporary recruitment of 5 mobile Civil Enforcement Officers for a further six month period.

Over the three month period (July, August & September); there is a potential risk to income in the region of £115k for the change of parking sessions and enforcement times. This loss in income will be met from the funding for COVID-19 response and recovery.

There is also a £16k per month pressure for the next six months for the extension of 5 Civil Enforcement Officer totalling £96k. However; it would be expected that this would be self-funding throughout the life of the recruitment.

6. Reasons for Recommendations

- 6.1 The service would recommend Option 2 or 3 as the preferred option to support the rejuvenation of the town centre whilst queuing to enter establishments is still at its height; this together with the extension of the enforcement to protect congestion and abuse of parking and support residents returning to their properties being able to find parking. However; all options come carry a financial risk which is outlined in 8 below.

7. Corporate Implications

- 7.1 Contribution to Council's Vision & Corporate Priorities
- 7.1 Pride and Joy. "Our Streets and Public Spaces are clean and inviting."
- 7.2 Our parks and green spaces are well used the town's residents and visitors. Maintaining green spaces within the communities across the borough helps support the provision of clean and inviting town.
- 7.3 Safe and Well. – This ensures that essential workers are able to continue their work whilst the government recommends that they do not use public transport

8 Financial Implications

- 8.1 Option 1:** It is anticipated that doing nothing to support and encourage visitors and shoppers into the borough may discourage them completely from visiting our town centres and could impact on future parking income levels.
- 8.2 Option 2:** Parking benchmarking shows that availability of parking space is considered much more important than cost. The risk to income is not able to be quantified at this stage; however it would be expected to encourage more people to visit our town's at a time when the economy of the Towns needs to revive. July to September accounts for 28% of transactions therefore the total impact across that timeframe for the off-street element of that is predicted to be in the region of £110,000.

To support the town centre's; it is recommended to look at reducing the charging times to help encourage visitors in the late afternoon but offering free parking after 4pm (7 days a week). This is a potential loss of approx. £15k per month (£45,000 for the three months of July, August & September). This option is likely to benefit evening establishments only and not the town centre shopping locations which predominately close around 5pm, however it does given them the option to stagger their opening hours.

Civil Enforcement Officers have always been seen to be cost neutral; however due to unprecedented times this has not been the case. In C-19 the enforcement service was supporting with enforcement, as and when required, and, where any downtime was identified, was supporting with essential deliveries to the vulnerable and those shielding. The cost of these additional officers equates to a monthly cost of £16,000 (totalling £96k.) which should be self-funded through enforcement

- 8.3 Option 3:** Parking benchmarking shows that availability of parking space is considered much more important than cost. The risk to income is not able to be quantified at this stage; however it would be expected to encourage more people to visit our town's at a time when the economy of the Towns needs to revive. July to September accounts for 39% of transactions therefore the total impact across that timeframe for the off-street element of that is predicted to be in the region of £70,000.

To support the town centre's; it is recommended to look at reducing the charging times to help encourage visitors in the late afternoon but offering free parking after 4pm (7 days a week). This is a potential loss of approx. £15k per month (£45,000 for the three months of July, August & September). This option is likely to benefit evening establishments only and not the town centre shopping locations which predominately close around 5pm, however it does given them the option to stagger their opening hours.

Civil Enforcement Officers have always been seen to be cost neutral; however due to unprecedented times this has not been the case. In C-19 the enforcement service was supporting with enforcement, as and when required, and, where any downtime was identified, was supporting with essential deliveries to the vulnerable and those shielding. The cost of these additional officers equates to a monthly cost of £16,000 (totalling £96k.) which should be self-funded through enforcement.

9 Legal Implications

9.1 N/A

10. People Implications

10.1 If agreement is not sought to continue with the additional officers they will be made redundant with immediate effect.

11 Property Implications

11.1 There are no property implications

12 Consultation

12.1 No public consultation has been undertaken, other than with cabinet members.

13 Equalities and Diversity Implications

13.1 There are no Equality and Diversity Issues

13.2 Risk Assessment

13.3 Value for Money

13.4 No issues identified at this time

13.5 Community Safety Implications

13.6 No community safety implications have been identified at this time.

13.7 Environmental Impact

13.8 TBC

14. Background Papers

14.1 There are no background papers.

15. Appendices

15.1 There are no Appendices

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