

**Public Document Pack  
SOUTHEND-ON-SEA BOROUGH COUNCIL**

**Cabinet**

**Date: Tuesday, 28th June, 2016**

**Time: 2.00 pm**

**Place: Committee Room 1 - Civic Suite**

**Contact: Colin Gamble**

**Email: [committeesection@southend.gov.uk](mailto:committeesection@southend.gov.uk)**

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- 27 Council Procedure Rule 46**
- 28 Exclusion of the Public**

To agree that, under Section 100(A)(4) of the Local Government Act 1972, the public be excluded from the meeting for the items of business set out below on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A to the Act, and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

- 29 Southend Clinical Commissioning Group – Invest to Save Support ( to follow )**  
Report of Corporate Director for Corporate Services
- 30 Waste Disposal**  
Report of Corporate Director for Place
- 31 Council Procedure Rule 46 - Confidential Sheet**

# **SOUTHEND-ON-SEA BOROUGH COUNCIL**

## **Meeting of Cabinet**

**Date: Tuesday, 15th March, 2016**

**Place: Committee Room 1 - Civic Suite**

**Present:** Councillor Woodley (Chair)  
Councillors Gilbert (Vice-Chair), Jones, Norman MBE and Betson

**In Attendance:** Councillors Davies and Lamb  
R Tinlin, J K Williams, A Lewis, A Atherton, J Chesterton, J Ruffle,  
C Gamble and M Sargood

**Start/End Time:** 2.00 - 2.35 pm

### **706 Apologies for Absence**

Apologies for absence were received from Councillors Moyies and Terry

### **707 Declarations of Interest**

- (a) Councillor Jones – Southend Children and Young People’s Plan – Parent of school age child – Non-pecuniary interest.
- (b) Councillor Jones – Annual Education Report - Parent of school age child – Non-pecuniary interest.

### **708 Minutes of the Meetings held on 5th and 19th January and 11th February 2016**

Resolved:-

That the Minutes of the Meetings held on Tuesday 5<sup>th</sup> and 19<sup>th</sup> January and Thursday 11<sup>th</sup> February 2016 be confirmed as a correct record and signed.

### **709 Notice of Motion - C2C Timetable**

At the meeting of Council held on 25<sup>th</sup> February 2016, Members received a notice of motion concerning changes to C2C’s train timetable, which was proposed by Councillor Courtenay and seconded by Councillor Cox.

Resolved:-

That the Director for Place be authorised to write to C2C to convey the Council’s views on the train timetable revisions on the basis of the recommendations of the Public Transport and Buses Working Party and to encourage C2C to continue to work with the Council to improve the situation.

Reason for Decision

To respond to the notice of motion.

Other Options

None

Note:- This is an Executive Function  
Eligible for call-in to Place Scrutiny Committee  
Executive Councillor:- Terry

**710 Reference Back from People Scrutiny Committee, 26th January 2016 - HIV Testing**

The Cabinet considered a report of the Director for Public Health which had been prepared in response to the decision of the People Scrutiny Committee on 26<sup>th</sup> January 2016 to refer back the Southend-on-Sea Borough Council HIV Position Statement for further consideration.

Resolved:-

That the Southend-on-Sea Borough Council HIV Position Statement, as set out in Appendix 1 to the submitted report, be approved.

Reasons for Decision

A late HIV diagnosis can have adverse consequences on the individual including making it more likely the person will have frequent admissions to hospital due to illness and reducing their life expectancy and also increases the risk of transmission of the disease within the population.

Other Options

To introduce other measures to reduce the proportion of people diagnosed late with HIV in the Borough.

Note:- This is an Executive Function  
Note: Not eligible for call-in as the matter has already been the subject of the call-in procedure  
Executive Councillor:- Moyies

**711 Reference back from Council, 25th February 2016 - Notice of Motion - Southend Borough Patrol**

At the meeting of Council held on 25<sup>th</sup> February 2016, it was resolved to refer back the Cabinet's response to the notice of motion on the Southend Borough Patrol. The Cabinet considered a report of the Director for Place on the matter.

Resolved:-

1. That the Council explore, with Partner Agencies, an effective approach to ensuring the town remains a safe place to live, work and visit in the context of austerity measures on all public services within Southend.

2. That the Council explore the recruitment of Special Constables in helping to police communities, primarily within the town.

3. That the current South Essex Homes warden patrol scheme (of the Borough's tower blocks) be reviewed to determine whether the scheme could be integrated into a combined collective approach to community safety across the Borough.

4. That the Council continues to develop a combined response model as demonstrated with the recent cruiser events along the seafront during 2015.

Reason for Decision

To respond to the request of Council.

Other Options

To reaffirm the previous decision of Cabinet.

Note:-This is an Executive Function

Eligible for call-in to Policy and Resources Scrutiny Committee

Executive Councillor:- Gilbert

## **712 Monthly Performance Report**

Resolved:-

That the submitted report be noted.

Note:- This is an Executive Function

Referred direct to all three Scrutiny Committees

Executive Councillor:- As appropriate to the item

## **713 Quarter Three Treasury Management Report - 2015/16**

The Cabinet considered a report of the Corporate Director for Corporate Services detailing the treasury management activity for both quarter three and the period from April to December 2015.

Recommended:-

1. That the Quarter Three Treasury Management Report for 2015/16, be approved.

2. That the Revised Minimum Revenue Provision Policy 2015/16, set out at Appendix 3 of the submitted report (the changes to which are set out in Section 12), be approved.

3. That it be noted that the treasury management activities were carried out in accordance with the CIPFA (The Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management in the Public Sector, during the period from April to December 2015.

4. That it be noted that the loan and investment portfolios were actively managed to minimise cost and maximise interest earned, whilst maintaining a low level of risk.

5. That it be noted that an average of £62.3m of investments were managed in-house. These earned £0.30m of interest during this nine month period at an average rate of 0.64%. This is 0.28% over the average 7 day LIBID and 0.14% over bank base rate.

6. That it be noted that an average of £24.7m of investments were managed by our external fund manager. These earned £0.14m of interest during this nine month period at an average rate of 0.74%. This is 0.38% over the average 7 day LIBID and 0.24% over bank base rate.

7. That it be noted that an average of £6.8m was managed by two property fund managers. This earned £0.431m during this nine month period from a combination of an increase in the value of the units and income distribution, giving a combined return of 8.95%.

8. That it be noted that the level of borrowing from the Public Works Loan Board (PWLB) (excluding debt relating to services transferred from Essex County Council on 1<sup>st</sup> April 1998) decreased from £237.8m to £227.8m (Housing Revenue Account (HRA): £78.0m, GF: £149.8m) during the period from April to December 2015.

9. That it be noted that the level of financing for 'invest to save' schemes increased from £0.14m to £1.78m during the period from April to December 2015.

#### Reason for Decision

The CIPFA Code of Practice on Treasury Management recommends that Local Authorities should submit reports regularly. The Treasury Management Policy Statement for 2015/16 sets out that reports would be submitted to Cabinet quarterly on the activities of the treasury management operation.

#### Other Options

There are many options available for the operation of the Treasury Management function, with varying degrees of risk associated with them. The Treasury Management Policy aims to effectively control risk to within a prudent level, whilst providing optimum performance consistent with that level of risk.

Note:-This is a Council Function

Eligible for call-in to Policy & Resources Scrutiny Committee

Executive Councillor:- Woodley

#### **714 Mortgage Interest Rate - April 2016 to September 2016**

The Cabinet considered a report of the Corporate Director for Corporate Services declaring the Local Average Rate of Interest on the Council's mortgages in compliance with Section 438 of the Housing Act 1985.

Recommended:-

1. That the Local Average Rate of Interest be declared at 4.63% for the period from April 2016 to September 2016.
2. That the Council's mortgage interest rate be decreased from 4.69% to 4.63% for the period from April 2016 to September 2016.

Reason for Decision

To comply with the statutory requirements of the Housing Act 1985.

Other Options

None

Note:- This is a Council Function  
Eligible for call-in to Policy & Resources Scrutiny Committee  
Executive Councillor:- Woodley

## **715 Corporate Debt Report**

The Cabinet considered a report from the Corporate Director for Corporate Services informing Members of the current outstanding debt to the Council as at 31<sup>st</sup> January 2016.

Resolved:-

1. That the current outstanding debt position as at 31<sup>st</sup> January 2016 and the position of debts written off to 31<sup>st</sup> January 2016, as set out in Appendices A and B to the submitted report, be noted.
2. That the latest individual write-off's greater than £25,000, as set out in Appendix B, be approved.

Reason for Decision

To inform Members of the current position on outstanding debts.

Other Options

None

Note:- This is an Executive Function  
Eligible for call-in to Policy & Resources Scrutiny Committee  
Executive Councillor:- Woodley

## **716 Annual Procurement Plan**

The Cabinet considered a report of the Corporate Director for People setting out the Annual Procurement Plan for 2016/17.

Resolved:-

That the Annual Procurement Plan 2016/17, as set out at Appendix 1 to the submitted report, be approved.

Reason for Decision

Approval of the Annual Procurement Plan is a requirement of the Council's Constitution.

Other Options

None

Note:- This is an Executive Function

Eligible for call-in to Policy & Resources Scrutiny Committee

Executive Councillor:- Woodley

## **717 Southend Children & Young People's Plan 16/17**

The Cabinet considered a report of the Corporate Director for People presenting the 2016-17 Children and Young People's Plan (CYPP).

Recommended:-

1. That the 2016-17 Children and Young People's Plan set out at Appendix 1 to the submitted report, be approved.
2. That the Corporate Director for People, in consultation with the Portfolio Holder for Children and Learning, be authorised to approve the final detailed delivery plan.

Reason for Decision

1. The Children and Young People's Plan has been developed and endorsed by the Success for All Children Group and supports the Health and Wellbeing Board Strategy aims.
2. The priorities in the Children and Young People's Plan build on previous plans, self-assessment, external assessment and wide consultation and will assist in maintaining or improving the Council's good performance.
3. The plan gives a clear focus to the work on the Success for All Children Group and enables resources across all agencies to be directed at those actions that will make the biggest improvement in outcomes for children and young people and their families.

Other Options

Not to have a CYPP, but this is not recommended. Ofsted highlighted the Council's CYPP as a key plank in supporting the authority's outstanding capacity to improve.



Note:- This is a Council Function  
Eligible for call-in to People Scrutiny Committee  
Executive Councillor:- A P Jones

**718 Annual Education Report**

The Cabinet considered a report of the Corporate Director for People informing Members of the educational achievement of children and young people attending Southend schools and colleges.

Resolved:-

1. That the report be noted.
2. That the Annual Education Report be approved with any amendments to be determined by the Director of People, in consultation with the Portfolio Holder for Children and Learning, and in terms of the quality and range of information provided and the accessibility of content, the Report to be published with the preferred validated national and local school performance data.

Reason for Decision

To ensure that Members are provided with a comprehensive overview of school standards and educational quality.

Other Options

None

Note:- This is an Executive Function  
Eligible for call-in to People Scrutiny Committee  
Executive Councillor:- A P Jones

**719 Annual Report on Implementation of SEN Strategy/SEN 3 year Strategy 16/19**

The Cabinet considered a report of the Corporate Director for People on the progress of the third year of the implementation plan of the strategy for children with Special Educational Needs and/or Disabilities.

Resolved:-

1. That the report for the third year of the 2013-2016 SEN Strategy (as set out in Appendix 1 to the submitted report), be noted.
2. That the Strategy for 2016-19, be approved.

Reason for Decision

To inform Members of the progress made in implementing the SEN Strategy.

Other Options

None

Note:- This is an Executive Function  
Eligible for call-in to People Scrutiny Committee  
Executive Councillor:- A P Jones

**720 Housing Register - changes to Local Connection**

The Cabinet considered a report of the Corporate Director for People on the implications associated with the proposal in relation to the local residency criteria for social housing, as set out in the notice of motion submitted to Council on 10<sup>th</sup> December 2015.

Resolved:-

That as a means of addressing changes in local housing needs option 3 be approved, namely to initiate a consultation process on a proposed review of the Council's Allocation Policy, not restricted to consideration of residency alone, but including a proposal to extend the length of the term of the residency qualification to 5 years or over.

Reason for Decision

There is a legal requirement for the Council to consult with the wider community and with applicants, tenants, and partner agencies before introducing changes to the Housing Allocation Policy.

Other Options

As set out in the submitted report.

Note:- This is an Executive Function  
Eligible for call-in to Policy & Resources Scrutiny Committee  
Executive Councillor:- Norman

**721 School Term Dates 2017/18**

The Cabinet considered a report of the Corporate Director for People setting out the proposed school term and holiday dates for the 2017/18 academic year.

Resolved:-

That the school term and holiday dates for 2017/18, as set out in Appendix 1 to the submitted report, be approved as a guide to schools.

Reason for Decision

As set out in the submitted report.

Other Options

None

Note:- This is an Executive Function  
Eligible for call-in to People Scrutiny Committee  
Executive Councillor:- A P Jones

**722 A127 - Kent Elms**

The Cabinet considered a report of the Corporate Director for Place requesting that consideration be given to the options for the Kent Elms Corner Junction Improvement works and the replacement footbridge.

Resolved:-

1. That the options for the highway and footbridge designs are taken forward for public consultation (with the advantages and disadvantages set out).
2. That Highway Option 1, together with Footbridge Option 2, as set out in the submitted report, be confirmed as the Councils preferred options, to be presented as such in the consultation, and that in the meantime detailed design continues together with any necessary work relating to planning applications, land negotiations and utility diversions.
3. That should the land negotiations and/or the cost of diverting underground utilities in the south east verge be prohibitively expensive and therefore not likely to be successfully concluded within the necessary timescale to drawdown the funding, then Options 2 and 3 be considered and proceed concurrently with Option 1 through the consultation and negotiation stage.
4. That once the results of the public consultation have been considered, the Chief Executive and Corporate Director for Place, in consultation with the Portfolio Holder for Public Protection, Waste and Transport, be authorised to agree the final option to be taken forward to detailed business case submission, implementation, advertisement of any necessary traffic regulation orders, land acquisition and planning permissions following circulation of these details to all Members and discussions with Group Leaders.
5. That it be noted that there is no current capital budget for the additional maximum option cost of £1.5million and that once the position of any potential external funding of the scheme is established, there will be a further Cabinet report on the funding of the additional maximum of £1.5million.

Reason for Decision

As detailed in the submitted report.

Other Options

As set out in the submitted report

Note:- This is an Executive Function  
Eligible for call-in to Place Scrutiny Committee  
Executive Councillor:- Terry

**\*723 PVX Review**

The Cabinet considered a report of the Corporate Director for Place proposing revisions to the existing Permanent Vehicular Crossing (PVX) Policy following the outcome of a review in light of feedback from residents and Members.

Resolved:-

That the proposed changes to the PVX Policy, process and procedures as outlined in Section 5 of the submitted report, be approved.

Reason for Decision

To implement improved procedures.

Other Options

To continue with the system that currently exists.

Note:- This is an Executive Function  
Eligible for call-in to Place Scrutiny Committee  
Executive Councillor:- Terry

**\*Called in to Place Scrutiny Committee**

**724 Southend Central Area Action Plan - Local Growth Fund**

The Cabinet considered a report of the Corporate Director for Place updating Members on the progress of the 'Southend Central Area Transport Scheme' and set out proposals to take the scheme forward.

Resolved:-

1. That the proposed "concept design and vision statements" for the Southend Central Area Transport Scheme be worked up into option layouts and taken forward for stakeholder and public consultation sufficient for SELEP Business Case submission and funding approval in June. (In consulting on these proposals, other suggestions in and around the Town Centre to improve access and movement would be welcomed)

2. That the preliminary layout design for the traffic signal junction at Carnarvon Road and Victoria Avenue, incorporating a right-turn out of Carnarvon Road be approved, so that detailed design can commence (Any loss of vegetation caused by the change in road layout will be replaced within the scheme)

3. That the principal, wherever possible, landscape elements are designed with integrated Sustainable Urban Drainage Systems (SUDS) in mind and that permeable surface treatments will be considered to attenuate surface water run-off from the Town Centre area and reduce the risk of flooding.

4. That the Chief Executive and Corporate Director for Place, in consultation with the Leader of the Council and the Portfolio Holder for Public Protection, Waste and Transport, be authorised following circulation of details to Ward Councillors and discussions with the Leaders of the opposition parties to agree:-

- the preliminary design layouts developed from the “concept design and vision statements” for consultation and subsequent submission of the Business Case for approval, with a programmed commencement in 2017/18. Details to be brought to a future Cabinet meeting to agree the final design for construction.

- the detailed design proposals for the Carnarvon Road junction to be taken forward to Business Case submission for implementation in 2016/17, together with the advertisement of any necessary Traffic Regulation Orders

#### Reason for Decision

The concept design and vision statements to guide the SCATS focus on ensuring that:-

1. High quality public realm enhancements will create spaces within the Town Centre to attract more people to the area, encourage activities in the public spaces and revitalise the commercial areas.

2. Improved access to the High Street will encourage more walking and cycling.

3. The better streets and public spaces will bring greater civic pride to encourage investment and visitor numbers supporting the local economy.

4. To support the spatial planning activity identified in the SCAAP and other plans either prepared or being prepared by the Council’s planning team.

#### Other Options

As set out in the submitted report.

Note:- This is an Executive Function  
Eligible for call-in to Place Scrutiny Committee  
Executive Councillor:- Terry

## **725 Annual Public Health Report**

The Cabinet considered a report presenting the 2015 Annual Report of the Director of Public Health.

Resolved:-

That the content and recommendations of the 2015 Annual Report of the Director of Public Health, be noted.

#### Reason for Decision

The Health and Social Care Act 2012 requires Directors of Public Health to prepare an annual report on the health of the local population.

Other Options

None

Note:- This is an Executive Function  
Eligible for call-in to People Scrutiny Committee  
Executive Councillor:- Moyies

**726 Minutes of Public transport and Buses Working Party held on 22nd February 2016**

The Cabinet considered the recommendations of the Public Transport and Buses Working Party held on 22<sup>nd</sup> February 2016 in relation to the C2C train timetable.

Resolved:-

That the recommendations of the Public Transport and Buses Working Party, be approved.

Note:- This is an Executive Function  
Eligible for call-in to Place Scrutiny Committee  
Executive Councillor:- Terry

**727 Council Procedure Rule 46**

Resolved:-

That the submitted report be noted.

Note:- This is an Executive Function  
Eligible for call-in as appropriate to the item  
Executive Councillor:- As appropriate to the item

**728 Exclusion of the Public**

Resolved:-

That, under Section 100(A)(4) of the Local Government Act 1972, the public be excluded from the meeting for the items of business set out below, on the grounds that they would involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A to the Act and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**729 Garon Park Development Opportunity**

The Cabinet considered a report of the Corporate Director for Corporate Services presenting a proposal to bring forward the development of part of the Council's land within the Garon Park Development Brief.

Resolved:-

1. That the Council progresses with a development opportunity presented by the proposed developer as set out in the submitted report, with final agreement of the detailed terms being delegated to the Corporate Director for Corporate Services in consultation with the Leader of the Council.

2. That the Council works with the proposed developer on a direct basis subject to the developer meeting the Council's internal and external fees and costs, including the costs of an independent surveyor to advise on, and to certify the terms of the transaction for best consideration in accordance with s.123 of the Local Government Act 1972.

Reason for Decision

As set out in the submitted report.

Other Options

As set out in the submitted report.

Note:- This is an Executive Function  
Eligible for call-in to Policy & Resources Scrutiny Committee  
Executive Councillor:- Woodley

**730 A127 Kent Elms - Appendix**

Resolved:-

That the submitted appendix to the A127 Kent Elms report, be noted.

Note:- This is an Executive Function  
Eligible for call-in to Place Scrutiny Committee  
Executive Councillor:- Terry

**731 Council Procedure rule 46 - Confidential Sheet**

Resolved:-

That the submitted report be noted.

Note:- This is an Executive Function  
Eligible for call-in as appropriate to the item  
Executive Councillor:- As appropriate to the item

**Chairman:** \_\_\_\_\_

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# Westborough Community Association



## WESTCLIFF LIBRARY PETITION

We, Westborough Community Association, wish to petition Southend Borough Council and Southend Police Authority to make the area immediately surrounding Westcliff Library an **ALCOHOL FREE ZONE**.

If you agree with us, please sign this petition. Thank you.

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To whom it may concern,

We, the undersigned, are petitioning the council to employ and fund a dual diagnosis worker. This is in order to plug the gaps in the mental health provision of this town that many are falling through. We need to protect the vulnerable and make sure they have the support that they need.

As you know, at the moment if someone has both mental health issues and also an addiction problem, the mental health team say that they cant make an accurate diagnosis and so tell them to go away for 7 months, get clean and then come back. Unfortunately this is difficult to do and in my personal experience I see people who end up on the street because they fail to get the support they need. A dual diagnosis worker will help to bridge this gap and provide people with the support that they need.

Recent reports have highlighted the need for a dual diagnosis worker. The 2014 NHS England health report states that the best way to provide treatment is to treat the person holistically, the recent review of Essex and Southend Mental health stated that there was a severe lack of quality mental health workers in Essex and Southend and the recent review of Southend carried out by Shared Intelligence also highlighted the problem of complex needs/dual diagnosis as an issue here in Southend. Cllr Gilbert at the December Full Council meeting in 2015 stood up and said 'addiction is the biggest health problem in Southend'. Finally the complex needs panel have identified 66 different individuals who all would benefit so far and that is just from the rough sleeping community. I can not give any evidence outside of this community as that is where my experience lies in. All this evidence, I believe shows the need for a dual diagnosis worker.

I understand that there is a cost involved and that we are living in a time when budgets are shrinking and hard choices have to be made. Cllr Moyies also said at the same council meeting as mentioned above that it is all about where the biggest outcomes will be felt. I would argue that the lack of a dual diagnosis worker has an effect on a lot of other budgets as people fail to get the support that they need. Some of the people who signed the petition talked about how they had relatives commit suicide because of the lack of help. I strongly believe that it has a knock on effect in terms of further health issues and ambulances needing to be called out, issues around crime and also as I said above issues around housing and not being able to secure tenancies. Therefore as well as having an immediate impact on the individual I believe a dual diagnosis worker will have an impact on further health budgets, the emergency services and also the housing team.

I urge you to support the petition and employ a dual diagnosis worker.

DEL THOMAS

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"We the undersigned petition the council to reconsider the licenced hours of trade of PlayFootball in Prittlewell Chase.

"At present PlayFootball is open until 10pm, 6 days a week and whilst we do not want to prevent customers from using the facilities, this has a significant impact on our lives. The noise levels prevent our children and those of us who work shifts from being able to sleep until well gone 10pm, once customers have left the site.

"We believe there could be a better balance of the needs of PlayFootball and their customers and the residents of the local area who were, after all, there before the facilities were installed and had no choice on the matter."

PRINTED NAME	SIGNATURE	ADDRESS + POSTCODE	COMMENT	DATE
KEVIN BELL		270 PRITTLEWELL CHASE SS0 0PR	FOWL LANGUAGE, SHOUTING BANGING TILL 2200 DAILY	28-3-16
Sally Oakley		270 Puddlewell Chase SS0 0PR	Shouting, unable to go to bed until noise stops. Grand children cannot go to bed	28-3-16
Richard Nolan		202 Westbourne Grove SS0 0PS	Swearing & noise	28-3-16
Lise Spirez		202 Westbourne Grove SS0 0PS	Swearing & noise	28-3-16
FRANCIS NERBERA		254 WESTBOURNE GROVE SS0 0PS	NOISE, SWEARING, ACOUSTIC FENCE DOES NOT WORK	29/3/16
Kim Stone		252 WESTBOURNE GROVE SS0 0PS	SWEARING! FLOODLIGHTING TO BRIGHT	28-3-16
Linda Kemp		250 Westbourne Grove SS0 0PS	swearing & yelling + swearing on another	28-3-16
JAMIE STONE		252 Westbourne Grove SS0 0PS	Swearing & yelling swearing	28-3-16
PAMIL BATER		238 WESTBOURNE GROVE SS0 0PS	SWEARING NOISE FOR 5 HOURS ON 20-21-22	28-3-16
Bridli Boloin		" = 11 = "	" = 11 = "	-
Lydia Sair		236 Westbourne Grove SS0 0PS	Swearing + noise	28/3/16
Benjamin West		" = 11 = "	" = 11 = "	"

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## Trade Union Bill Motion

### **This Council recognises:**

- The positive contribution that trade unions and trade union members make in our workplaces. This Council values the constructive relationship that we have with our trade unions and we recognise their commitment, and the commitment of all our staff, to the delivery of good quality public services.
- This Council notes with concern the Trade Union Bill which is currently being proposed by the Government and which would affect this Council's relationship with our trade unions and our workforce as a whole. This Council rejects this Bill's attack on local democracy and the attack on our right to manage our own affairs.
- This Council is clear that facility time, negotiated and agreed by us and our trade unions to suit our own specific needs, has a valuable role to play in the creation of good quality and responsive local services. Facility time should not be determined or controlled by Government in London.
- This Council is happy with the arrangements we currently have in place for deducting trade union membership subscriptions through our payroll. We see this as an important part of our positive industrial relations and a cheap and easy to administer system that supports our staff. This system is an administrative matter for the Council and should not be interfered with by the UK Government.

### **This Council resolves:**

- To support the campaign against the unnecessary, anti-democratic and bureaucratic Trade Union Bill.
- This Council further resolves to seek to continue its own locally agreed industrial relations strategy and will take every measure possible to maintain its autonomy with regard to facility time and the continuing use of check-off.

**Proposer:** Cllr Cheryl Nevin **Seconder:** Cllr Margaret Borton

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# Southend-on-Sea Borough Council

Agenda  
Item No.

Report of Corporate Director for Corporate Services

to  
Cabinet

28<sup>th</sup> June 2016

Report prepared by:  
Fiona Abbott

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**In depth scrutiny report –  
'Transition arrangements from Children's to Adult Life'  
A Part 1 Agenda Item**

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## 1. Purpose of Report

To seek formal approval to the draft report of the scrutiny project – 'Transition arrangements from Children's to Adult Life'.

## 2. Recommendations

- 2.1 That Cabinet approves the report and recommendations from the in depth scrutiny project attached at **Appendix 1**.
- 2.2 To note that approval of any recommendations with budget implications will require consideration as part of future years' budget processes prior to implementation.

## 3. Background

- 3.1 The People Scrutiny Committee selected its topic at the meeting on 14<sup>th</sup> July 2015 (Minute 138 refers). The project plan was agreed by Scrutiny Committee on 13<sup>th</sup> October 2015 (Minute 326 refers) and then by the Project Team on 26<sup>th</sup> November 2015. The specific focus of the review was to investigate whether the transition (process) arrangements between children's and adult services are effective in Southend (are they appropriate & clear) and to investigate whether there are different ways of providing services for people with lifelong disabilities by looking at the whole lifetime.
- 3.2 The Member Project Team, which was Chaired by Councillor Nigel Folkard, met on 4 occasions and considered a range of evidence to inform their approach. The Project Team comprised Councillors Brian Ayling, Mary Betson (until December 2015), Steve Buckley, Alan Crystall (from 11<sup>th</sup> December 2015), Meg Davidson, Lawrence Davies, Caroline Endersby and Kevin Robinson. Councillor Lesley Salter attended meetings in her role as Chairman of the Scrutiny Committee. Officer support was provided by Sharon Houlden, John O'Loughlin and Fiona Abbott.
- 3.3 The Project Team held a full day of evidence gathering with invited witnesses in February 2016 involving a mixture of key partner organisations, council officers

and the voluntary sector. 3 Members of the Project Team also met with 2 young service users and their parents in early March 2016.

- 3.4 The draft scrutiny report was considered by the Member Project Team and at the People Scrutiny Committee at its meeting on 12<sup>th</sup> April 2016 (Minute 779 refers). At the meeting it was agreed that the title of the project should be changed to 'Transition arrangements from Children's to Adult Life. It was also agreed that certificates be presented to the parents who contributed to the project. The report has now been shared with the witnesses and the comments received have been positive.

#### 4 Recommendations

- 4.1 In accordance with Scrutiny Procedure Rule 10 (Part 4 (e) of the Constitution), the in depth scrutiny report is now attached at **Appendix 1** for approval by Cabinet. It should be noted that approval of any recommendations with budget implications will require consideration as part of future years' budget processes prior to implementation. The recommendations are as follows:

<b>Recommendations:-</b>	
1	Need to ensure that the Transition Protocol is a live and meaningful document and the membership of the operational group has representation from key personnel / agencies.
2	That the interface with health partners (SEPT, NELFT, Hospital, CCG etc.) is further developed, moving to a model of care that encompasses all age groups without any gaps.
3	The Department for People should ensure that all agencies working with the transition of young people, are involved in the production of an information pack / directory around "Transitions and moving from children's to adult services – easy guide for service users and carers" to cover all agencies; clarity on transition age (use preparing for adults term instead); services and support available; details of where to go for support and what should be provided (managing expectations too). The views / comments of parents, carers and young people will be taken into account in this work.
4	Employment and training – welcome the making it work scheme – recognise challenges in current economic climate and that further work be undertaken about how apply criteria for service (examine criteria, ensure not excluding people arbitrarily).
5	Consider further how best to support those young people with a diagnosis of autism or Asperger's and in particular how the Council will take the lead in supporting the implementation of the Autism Strategy. Alongside this, we recognise that there are a number of young people with other, complex needs and physical disabilities who will be transitioning to adult services.

## 5. Other Options

Not applicable.

## 6. Corporate Implications

- 6.1 Contribution to Council's Vision and Critical Priorities – Becoming an excellent and high performing organisation; reduce inequalities and increase the life chances of people living in Southend.
- 6.2 Financial Implications – there are financial implications to some recommendations but as yet they are unquantifiable. However, any recommendations progressing with associated financial implications will need to go through the annual budgetary process before implementation, as currently no revenue or capital budgets exist for the proposals.
- 6.3 Legal Implications – none.
- 6.4 People Implications – none.
- 6.5 Property Implications – none.
- 6.6 Consultation – as described in report.
- 6.7 Equalities Impact Assessment – none.
- 6.8 Risk Assessment – none.

## 7. Background Papers –

- Project team meeting notes – meetings held on 6<sup>th</sup> October 2015, 26<sup>th</sup> November 2015, 6<sup>th</sup> January 2016 and 17<sup>th</sup> March 2016
- Notes from witness session held 24<sup>th</sup> February 2016
- Updates to Scrutiny Cttee – 1<sup>st</sup> December 2015, 26<sup>th</sup> January 2016 and 12<sup>th</sup> April 2016
- Other evidence as described in the report.

## 8. Appendix

**Appendix 1 – in depth scrutiny project report**

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# ***Transition arrangements from Children's to Adult Life***

## **Final Report and Recommendations**



***Report of People Scrutiny Committee in depth scrutiny project  
2015/16***

## Foreword

The People Scrutiny Committee decided that the in-depth scrutiny project for 2015/16 would be on the transition arrangements from children's to adult services. The project team, of which I am Chairman, decided that the specific focus of the review would investigate whether the transition (process) arrangements between children's and adult services are effective in Southend (are they appropriate & clear) and to investigate whether there are different ways of providing services for people with lifelong disabilities by looking at the whole lifetime.

The outcome we all want to achieve is for there to be effective, coordinated planning placing the young person at the centre of decision making. The transition from one service to another should be seamless and keep the young person at the centre of decision-making.

I would like to thank my colleagues on the project team and all those who contributed to the scrutiny event. A special word needs to be made about the 2 young people and their parents we met as part of the review. They are truly inspirational and particularly helped focus our thoughts on our recommendations.

Finally, following comments on the report at the Scrutiny Committee on 12<sup>th</sup> April, the title of the project has been changes to 'Transition arrangements from Children's to Adult Life' as we felt that this better reflected our focus and ambition.



Councillor Nigel Folkard  
Chairman of the in depth scrutiny project

## 1. Objectives and Recommendations

Members of the People Scrutiny Committee undertook an in depth project Led by the cross party project team members, the project has aimed:-

- (i) To investigate whether the transition (process) arrangements between children's and adults' services are effective in Southend (appropriate & clear) and to investigate whether there are different ways of providing services for people with lifelong disabilities by looking at the whole lifetime;
- (ii) To make appropriate recommendations for improved outcomes for young people at transition stage.

A copy of the project plan is included as **Annex 1 to the report**. A brief glossary is also included as **Annex 2 to the report**.

### Our recommendations

Cabinet is asked to agree the following recommendations:-

1. Need to ensure that the Transition Protocol is a live and meaningful document and the membership of the operational group has representation from key personnel / agencies.
2. That the interface with health partners (SEPT, NELFT, Hospital, CCG etc.) is further developed, moving to a model of care that encompasses all age groups without any gaps.
3. The Department for People should ensure that all agencies working with the transition of young people, are involved in the production of an information pack / directory around "Transitions and moving from children's to adult services – easy guide for service users and carers" to cover all agencies; clarity on transition age (use preparing for adults term instead); services and support available; details of where to go for support and what should be provided (managing expectations too). The views / comments of parents, carers and young people will be taken into account in this work.
4. Employment and training – welcome the making it work scheme – recognise challenges in current economic climate and that further work be undertaken about how apply criteria for service (examine criteria, ensure not excluding people arbitrarily).
5. Consider further how best to support those young people with a diagnosis of autism or Asperger's and in particular how the Council will take the lead in supporting the implementation of the Autism Strategy. Alongside this, we recognise that there are a number of young people with other, complex needs and physical disabilities who will be transitioning to adult services.

## 2. Background to the report

### *Children in Transition – Key points*

The following pieces of legislation which relate to children in transition in England, namely:

- (a) Care Act 2014;
- (b) Children Act 1989;
- (c) Children Act 2004;
- (d) Children and Families Act 2014; and
- (e) Equality Act 2010.

Each statute is supported by regulations and guidance or a code of practice. It is the guidance and code of practice which puts the flesh on the bones of each statute<sup>1</sup>.

The key points in the legislation relating to children in transition are:

- Section 25 of the Children’s and Families Act 2014 places a duty on local authorities to ensure integration between educational and training provision, health and social care provision, where this would promote wellbeing and improve the quality of provision for disabled young people and those with SEN.
- The Care Act 2014 says “services at transition should be aimed at moving a person into work / adult life in such a way as to promote their independence and so reduce their long term needs for care and support”.
- Under the Children and Families Act 2014, a child who has special educational needs or a disability is entitled to an education, health and care plan (EHC plan). This can extend beyond childhood to a maximum age of 25 if it is believed that the young person needs a longer period to complete his education.
- The purpose of the EHC plan is for the child to have one plan from as early as birth up to 25 which encompasses his educational, health and social care needs involving a number of professionals from a number of agencies.
- Local authorities **must** publish a Local Offer, setting out in one place information about provision they expect to be available across, education, health and social care for children and young people in their area who have SEN or are disabled, including those who do not have Education, Health and Care (EHC) plans. Local authorities **must** set out in their Local Offer the support available to help children and young people with SEN or disabilities move into adulthood.

### ***Effective, coordinated planning placing the young person at the centre of decision making***

Both the Care and Support Statutory Guidance and the SEN Code of Practice advocate that local authority’s Children’s and Adult services departments should devise a process by which they can work together to ensure that the young person

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<sup>1</sup> These are:- (a) The Care and Support Statutory Guidance 2014 (supporting the Care Act); (b) The SEN Code of Practice January 2015 (supporting the Children and Families Act 2014); (c) Working Together guidance (supporting the Children Act 1989 and the Children Act 2004); (d) The Children Act guidance and regulations Volume 3: Planning transition to adulthood for care leavers (supporting the Children Act); (e) The Special Educational Needs and Disability Regulations 2014 (Part 4).



receives the services he is entitled to under all three pieces of legislation listed above and that the transition from one service to another should be seamless and keep the young person at the centre of decision-making.

The Care Act makes it clear that a local authority must carry out its care and support responsibilities with the aim of joining-up services provided by other agencies such as Health.

Both the Guidance and the Code of Practice referred to above advocate that assessments should take place at the best time for the young person and possibly two or more assessments or reviews (across the three pieces of legislation) should take place at the same time if appropriate to limit the amount of intrusion in the young person's life. The SEN Code states that preparation for adulthood should start at a young person's Year 9 review at the age of 13-14. However discussions about longer term goals should start early, ideally well before Year 9 at school, as being supported towards greater independence and employability can be life transforming for children and young people with SEND.

### Managing the process at Southend

At the Council, the lead for transition is the Community Learning Disability Team in Adult Social Care, in the Department for People. The service is responsible for the assessment and care management of all adults with a Learning Disability from the age of 18 onwards.

The Team includes social work staff, a Shared Lives Team, an employment team called Making It Work and admin support. Additionally the team is co-located with South Essex Partnership Trust (SEPT) health staff that includes community nursing, speech and language therapy, occupational therapy and behaviour therapy.

### Transition Protocol and Operational Group

The Transition Protocol identifies key stages and the roles and responsibilities of all the agencies and council departments involved. It is currently being revised and involving all essential people. A further workshop will be convened, and a revised Protocol will be presented to senior managers, for agreement and sign off.

The Operational Group is functioning well and is to be revised in line with the work above accordingly and any adjustments made and recorded appropriately.

### Information on number of young people in transition

At any one time the number of young people involved in the transition process will be variable. As a snapshot, at the time of the scrutiny review the numbers in transition were as follows:-

- Number of children in transition open to Children with Disabilities (CWD) – 53
- The number of Looked After Children in Transition (14-18yrs) - 5 (3 are in Residential placements) (2 are 16+)
- Numbers in residential placements – 24

- Number of children anticipated moving to adult services between the ages of 14 and 18 - there are 135 young people ages between 14 and 18 that may require adult services.
- Number of children and young people in receipt of Education, Health & Care Plan – there are 364 young people in receipt of Education, Health and Care Plans (and Statements of special education need) between school Years 9 and 13.
- Budget – in 2014/15 - £450k growth for transitions and in 2015 /16 - £635k. This funding is added to LD budgets and spent as they transition from children's to adults.

### 3. Methods

The Committee was supported by a project team comprising:-

- ✚ Councillor Nigel Folkard, Chairman, Councillors Brian Ayling, Mary Betson (until December 2015), Steve Buckley, Alan Crystall (from 11<sup>th</sup> December 2015), Meg Davidson, Lawrence Davies, Caroline Endersby and Kevin Robinson.
- ✚ Councillor Lesley Salter (Chairman of People Scrutiny Committee).
- ✚ Officer support was provided by Sharon Houlden, John O'Loughlin, Fiona Abbott and Olivia Allen.

#### Evidence base

The project team met on four occasions and considered a range of information and evidence, as set out in pages 6 – 10.

#### **Briefing / information considered by project team during review**

- (i) LGA document on Transitions ('Must know on adult social care 10 – Transitions'):-
  - Need for early planning
  - Responsibilities of a corporate parent
  - Transition pack
- (ii) The relevant legislation relating to children in transition in England
- (iii) Information on 'making it work' scheme
- (iv) Local statistical information
- (v) Reviewed anonymised Education, Health & Care Plans. This demonstrated the type of adult services that young people and their families are choosing.
- (vi) Young people in transition (Local Authority is lead partner).

#### **Witness session held on Wednesday 24<sup>th</sup> February 2016**

The questions were sent to the witnesses in advance and are set out in **Table 1**.

**Table 1**

<b>Question for:-</b>		<b>Question</b>
<b>STATUTORY AGENCIES</b>	1	Can you outline & explain how transition planning is carried out in the authority / your organisation?
<b>ALL</b>	2	How are views of young people in transition, their families and carers sought and do they inform planning?
<b>ALL</b>	3	How are the responsibilities for young people leaving care in the transition clear and effectively undertaken?
<b>ALL</b>	4	Are there good working relationships in place with relevant partners?
<b>ALL</b>	5	Is there a clear (effective) strategy towards support for young people with mental health problems, disabilities, NEETs, in criminal justice system, at transition stage?
<b>Executive Councillor for Health &amp; Adult Social Care / HWB representative</b>	6	Can you outline the role of the HWB to ensure that all partners take integrated approach to transition?
<b>ALL</b>	7	What resources are available in your organisation / across the partnership to support transition? Are there opportunities for pooling?
<b>HEALTHWATCH SOUTHEND</b>	8	Role of Healthwatch - views of young people in transition, their families & carers about the transition process. How do Healthwatch galvanise information from services users / families
<b>ALL</b>	9	How do you measure the outcomes for young people at transition stage and how do you use this information to improve services?
<b>ALL</b>	10	Do you have views on how the transition process can be improved?

The list of witnesses is outlined in **Table 2**. The project team would like to formally thank the witnesses for giving up their time to attend and for sharing their insights.

**Table 2**

<b>Name</b>	<b>Representing</b>
<b>Session 1</b>	
Councillor James Moyies	Executive Councillor for Health & Adult Social Care
Councillor Anne Jones	Executive Councillor for Children & Learning
<b>Session 2</b>	
Margaret Wall	Complex Case and Transitions Manager, Department for People
Matt Harding	Team Manager, Community Team for People with Learning Disabilities, Department for People
Elsa Moore	Commissioning Officer, DACT, Department for People
Marie Henderson	Service Manager, YPDAT, Department for People
Tom Dowler	Data, Performance & Information Manager, Department for People
Patrick Cahillane	Team Manager, CWD, Department for People

Sharon Coleman	Family Care Worker, CWD, Department for People
Marnie Bowling	Employment Co-ordinator, Department for People
<b>Session 3</b>	
Dr Naina Emcy	Consultant & Clinical lead – Paediatrics, Southend Hospital
Linda Dowse	NHS Southend CCG
Caroline McCarron	NHS Southend CCG
Ross Gerrie	NHS Southend CCG
Debbie Angel	Southend Adult Community College
Kate Salleh	Southend Adult Community College Westcliff Centre
<b>Session 4</b>	
John Cooke	Healthwatch Southend Manager
Jane Neale	Chair SAFE South

*In advance of the witness session, each witness was asked to provide some brief information about them / their organisation (a 'pen picture') and what they see as the main issues.*

The following project team members attended the witness session day on 24<sup>th</sup> February – Councillor Nigel Folkard (Chairman), Councillor Brian Ayling, Councillor Steve Buckley, Councillor Alan Crystall, Councillor Meg Davidson, Councillor Lawrence Davies and Councillor Kevin Robinson.

Apologies for absence were received from – Councillor Caroline Endersby, Councillor Lesley Salter, Andrew Newcombe – DwP, Sarah Hines – Southend Hospital, Sharon Hall – NELFT, Alison Semmence – SAVS, Ken Sanderson – MIND, Matt King – Trust Links and Andrea Walter – SAFE.

The following items formed the paperwork for the meeting:-

- ✚ Information from Trust Links
- ✚ Information from Adult Learning Disability Team and Transition
- ✚ Information on 'Making it Work' employment
- ✚ Information on Transition Care Planning – South Essex Partnership
- ✚ Information from SAFE
- ✚ Information on protocol between young people's and adult substance misuse services in Southend
- ✚ Information from Drug and Alcohol Team

The following main themes emerged during the event, which was organised into 4 sessions:-

Pointers of what was discussed at Session 1

- The role of the Health & Wellbeing Board.
- The role of NELFT emotional wellbeing service.
- Education, Health & Care Plans (EHCP).
- Multi agency planning process and starting point.
- Role as Members as Corporate Parents.

Pointers of what was discussed at Session 2

- Eligibility for NHS continuing healthcare.

- The Team forecasts the likely costs associated with each year group of young people transitioning to adult services. This is notoriously difficult to predict accurately due to the possibility of circumstances changing significantly (e.g. families no longer being able to support the young person).
- Whilst the transition social worker takes the lead role in the social care assessment and provision of services, the transition worker will work closely with a range of stakeholders including service providers, wider family and health professionals.
- When support planning the transition social worker considers the individuals strengths and assets (i.e. family and community support) in advance of providing services. If mainstream (non cost services) can meet eligible needs then these should be exhausted before funding services.
- Role of operational transition group.
- Gaps in services for people with Autism who appear to have high functioning autism and meeting the requirements of Autism Act 2009.
- Key role of IT in tracking progress of individuals.
- Scope to work more closely with health and join up case management between health & social care.
- Strengthening links with adult mental health services.
- The 'Making it work' programme for young people aged 18/19 upwards.
- Financial challenges.
- The links with schools, colleges and employers.

#### Pointers of what was discussed at Session 3

- Differences between health and social care in terms of eligibility, practice and funding.
- 'Transforming Care' national programme.
- Services are working together to prepare for adult life rather than adult services.
- Development of a single point of referral help.

#### Pointers of what was discussed at Session 4

- Work and role of SAFE outlined.
- Gaps in service between ages of 16 – 18 were highlighted.
- Healthwatch Southend event 2 years ago on Asperger's – 70 + people attended. Potent points made, relevant to transition.
- On-going training is a key issue.

### **Meeting with services users on Tuesday 1<sup>st</sup> March 2016**

Three Members from the project team met with 2 young people and their parents on 1<sup>st</sup> March and the key points to emerge were:-

- Support from the Transition Worker in particular was mentioned and is very much appreciated (e.g. the transport). Her support helped make the transition smooth, straight forward and simple (but time consuming process).
- There was a concern mentioned about moving from a named person to a 'duty social worker' in the future.

- There also seems to be an issue now about accessing health services (e.g. OT) as an 'adult'. It is very different now (tougher and more time consuming) and are in mainstream / adult services.

#### **4. Our conclusions / recommendations**

Transition has always been a big focus for Department for People, as recognise the significant consequences for the young adult and their family of getting it right.

Proud of our multi agency approach and of the commitment of staff and partners in making the transition process work.

Transition is not a single stage process rather it is made up of a number of significant changes in a young person's life and can occur over a lengthy period of time. The first stage is generally when the young person turns 18 – this will often result in a replication of services already provided. The second stage is when the young person leaves school and commences college. The third stage is the completion of college and exit from education. All are significant events in a young person's life and require significant planning and support to ensure positive outcomes.

It is vital that structures and services are in place to support young people who are going through the process, allowing them to achieve their full potential and lead fulfilling lives and help prepare them for adult life. Successful transition planning is dependent on collaboration between children's and adult services across all agencies.

The project team welcomed that whole process sits in one department in the organisation.

Welcomed that across the range of services, there are staff dedicated to the work of preparing young people for adulthood, with the right skill set to provide the necessary support, working closely with a range of stakeholders including service providers, wider family and health professionals and support the work to build capacity into the system.



The transition (process) arrangements between children's and adult services are effective in Southend, and seek to support people with lifelong disabilities by looking at the whole lifetime, but there are a number of recommendations which we think could improve this.

#### **Our recommendations**

Cabinet is asked to agree the following recommendations:-

1. Need to ensure that the Transition Protocol is a live and meaningful document and the membership of the operational group has representation from key personnel / agencies.

2. That the interface with health partners (SEPT, NELFT, Hospital, CCG etc.) is further developed, moving to a model of care that encompasses all age groups without any gaps.
3. The Department for People should ensure that all agencies working with the transition of young people, are involved in the production of an information pack / directory around “Transitions and moving from children’s to adult services – easy guide for service users and carers” to cover all agencies; clarity on transition age (use preparing for adults term instead); services and support available; details of where to go for support and what should be provided (managing expectations too). The views / comments of parents, carers and young people will be taken into account in this work.
4. Employment and training – welcome the making it work scheme – recognise challenges in current economic climate and that further work be undertaken about how apply criteria for service (examine criteria, ensure not excluding people arbitrarily).
5. Consider further how best to support those young people with a diagnosis of autism or Asperger’s and in particular how the Council will take the lead in supporting the implementation of the Autism Strategy. Alongside this, we recognise that there are a number of young people with other, complex needs and physical disabilities who will be transitioning to adult services.

<b>AGREED PROJECT PLAN</b>	
<b>PEOPLE SCRUTINY COMMITTEE IN-DEPTH STUDY 2015/16</b>	
<b>TOPIC: TRANSITION ARRANGEMENTS FROM CHILDREN'S TO ADULT SERVICES</b>	
<b>FRAMEWORK FOR SCRUTINY / SCOPE OF PROJECT:</b>	
<p>(i) To investigate whether the transition (process) arrangements between children's and adults' services are effective in Southend (appropriate &amp; clear) and to investigate whether there are different ways of providing services for people with lifelong disabilities by looking at the whole lifetime;</p> <p>(ii) To make appropriate recommendations for improved outcomes for young people at transition stage.</p>	
<b>Method:</b> Through project team meetings and witness session – on Wednesday 24 <sup>th</sup> February 2016 (& 'focus group' with service user). <i>(At these sessions, evidence will be taken in public - unless local government access to information rules requires private consideration of information).</i>	<b>Target date:</b> April 2016
<b>MEMBERSHIP:</b>	
<p>Councillor Folkard (Chairman), Councillors Ayling, Betson (until December), Buckley, Crystall (from 11<sup>th</sup> December), Davidson, Davies, Endersby &amp; Robinson Also - Councillor Salter (Chairman of People Scrutiny Committee)</p> <p><b>Officer / partner support</b> – Sharon Houlden, John O'Loughlin and Fiona Abbott (Project Coordinator).</p>	
<b>SOURCES OF EVIDENCE</b>	
<p>The main evidence base will be:</p> <ul style="list-style-type: none"> <li> Legislation – Care Act 2014, Children &amp; Families Act 2014, Children Act 1989, Mental Capacity Act, Statutory responsibilities, national guidance and research documentation</li> <li> Evidence from key stakeholders</li> </ul>	
<b>POTENTIAL WITNESSES:</b>	
<ul style="list-style-type: none"> <li>• Executive Councillor for Children &amp; Learning</li> <li>• Executive Councillor for Health &amp; Adult Social Care</li> <li>• Health &amp; Wellbeing Board representative</li> <li>• Council officers: <ul style="list-style-type: none"> <li>Ian McFee (Group Manager SEN)</li> <li>Matt Harding (Team Manager, Community Team for People with Learning Disabilities )</li> <li>Glyn Halksworth (Strategy Manager, Drug &amp; Alcohol Commissioning Team) –</li> </ul> </li> </ul>	



Complex Needs Panel  
Finance representative  
Alison Crowe (Service Manager for Children with Disabilities)

- Health partners  
Dr Naina Emcy - clinical lead for paediatrics  
LD liaison team at Hospital – LD Liaison Nurse – Sarah Hines  
SEPT  
GP / NHS Southend CCG
- CAMHS provider (NELFT)
- Making it Work scheme (Employment support service) – Marnie Bowling
- Healthwatch Southend – John Cooke
- SAVS – Alison Semmence
- Trust Links – Matt King
- Jobcentre Plus
- Head Teacher from Special School
- Principal, Adult Community College
- Representative from SAFE
- 'Focus Group' with service user / users

Issues to explore / questions to cover:

- (a) How transition planning is carried out in the authority (when – early enough)?
- (b) How are views of young people in transition, their families and carers sought and do they inform planning?
- (c) Responsibilities for young people leaving care (clear / effectively undertaken)?
- (d) Are there good working relationships in place with relevant partners and an effective strategy towards support for young people with mental health problems, disabilities, NEETs, in criminal justice system, at transition stage?
- (e) Leadership role of HWB to ensure that all partners take integrated approach to transition?
- (f) Resources – resources across partnership – pooling / opportunities for pooling?
- (g) Role of Healthwatch - views of young people in transition, their families & carers about the transition process. How do Healthwatch galvanise information from services users / families
- (h) How measure outcomes for young people at transition stage and how use this information to improve services?

(Source – 'Must know on adult social care 10 – *Transitions*'. LGA, November 2014)

*Scrutiny process is structured to add value and is supportive of the challenges already set to be delivered, but has limited resources, which need to be focused on providing the front line service and the priority outcomes for the Council.*

**RECOMMENDATIONS:**

To make appropriate recommendations to the Council.

### **Brief Glossary**

Special Educational Needs (SEN)

Education, Health & Care Plans (EHCP)

South Essex Partnership Trust (SEPT)

North East London Foundation Trust (NELFT) (emotional wellbeing service)

NHS Southend Clinical Commissioning Group (CCG)

Department for People – Department in the Local Authority, with responsibility for adult social care, children’s services and other functions.

Community Team for Children with Disabilities (CWD)

Drug & Alcohol Commissioning Team (DACT)

Young Persons Drug & Alcohol (YPDAT)

Occupational Therapy (OT)

Health & Wellbeing Board (HWB)

Not in Education, Welfare or Training (NEET)

Supporting Asperger’s and (High Functioning Autistic) families in Essex (SAFE)

Department for Work & Pensions (DWP)

Southend Association of Voluntary Services (SAVS)

Mental health charity (MIND)

## Contact Details

For further information about this report please contact:

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# Southend-on-Sea Borough Council

Report of Chief Executive & Town Clerk  
to

**Cabinet**

On

**28 June 2016**

Report prepared by: Tim MacGregor  
Team Manager - Policy & Information Management

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## **Corporate Plan & Annual Report – 2016**

**Relevant Scrutiny Committee(s): People; Place; Policy & Resources Scrutiny  
Committees. Executive Councillor: Councillor Lamb**

***A Part 1 Public Agenda Item***

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### **1. Purpose of Report**

1.1 To agree the Council's draft Corporate Plan and Annual Report, 2016.

### **2. Recommendations**

2.1 That the Council's draft Corporate Plan and Annual Report, 2016, is agreed.

### **3. Background**

3.1 The Corporate Plan and Annual Report sets out the Council's vision, aims, priorities as well as the key actions and performance measures for the forthcoming year in one document. It also provides an opportunity for the Council to highlight its key achievements over the past year.

3.2 It is particularly useful in communicating the achievements, priorities, actions and performance measures to residents, staff, partners and other stakeholders.

3.3 Appendix 1 provides the draft text for the 2016 Corporate Plan and Annual Report, which will be subject to further work on design and production, with any changes authorised by the Chief Executive, in consultation, where necessary, with the Leader of the Council. The content and purpose of each section is outlined below:

<b>Section</b>	<b>Purpose</b>
Section 1 – Introduction	Provides context to the rest of the plan and a summary of some key achievements and key themes and aims for the forthcoming year.
Section 2 - Council Governance,	Outlines the Council’s governance arrangements
Section 3 - Structure charts,	Sets out the Council’s political and officer structures
Section 4 - Council Budget	Sets out the high level Council revenue and capital budget for 2016/17.
Section 5 – Council Values	Outlines the values of the Council
Section 6 – Key achievements,	Sets out the key achievements of the Council over the last year.
Section 7 - Corporate Priorities, 2016/17.	Sets out the Council’s 15 Corporate Priorities for 2016/17.
Section 8 – Equality Objectives	2016/17 – Council’s Equality Objectives
Section 9 – Corporate Priority performance measures	Sets out the key performance measures identified to help deliver the Corporate Priorities.
Section 10 – Public facing performance measures,	Sets out those performance measures that have particular relevance to residents.
Section 11 - Corporate Priority actions	Sets out the key actions identified to help deliver the Corporate Priorities.

3.4 Progress against the plan will be reported regularly to Cabinet, Scrutiny Committees and the Corporate Management Team to assess whether the Council is delivering against its priorities and actions.

#### **4. Other Options**

4.1 There is no requirement to have an Annual Report or Corporate Plan but it enables the Council to set out its vision, aims and priorities in one document – making it easier to communicate these to staff, residents, partners and others.

#### **5. Reasons for Recommendation**

5.1 To ensure the Corporate Plan and Annual Report reflects the needs of the organisation and the borough’s communities.

#### **6. Corporate Implications**

6.1 Contribution to Council’s Vision and Corporate Priorities:  
The Corporate Plan and Annual Report sets out the Council’s vision, Corporate Priorities and related performance targets and actions which can then be monitored to assess whether the Corporate Priorities are being delivered.

6.2 **Financial Implications** - None specific.

- 6.3 **Legal Implications** - None
- 6.4 **People Implications** - None.
- 6.5 **Property Implications** - None.
- 6.6 **Consultation** – None specific
- 6.7 **Equalities and Diversity Implications** - Assessments of the impact of decisions relating to the budget on different sections of the community and staff was undertaken as part of the budget making process and helped to shape the content of the Corporate Plan and Annual Report.
- 6.8 **Risk Assessment** - Corporate Risks are identified and monitored alongside the actions and indicators in the Corporate Plan.
- 6.9 **Value for Money** - The Council benchmarks its performance and spend against comparators to ensure that it is providing value for money.
- 6.10 **Community Safety Implications** - The Council has corporate priorities to 'Create a safe environment across the town for residents, workers and visitors' and to 'Work in partnership with Essex Police and other agencies to tackle crime' and has identified appropriate performance measures and actions.
- 6.11 **Environmental Impact** - The Council has corporate priorities to 'encourage and enforce high standards of environmental stewardship' and 'continue to promote the use of green technology and initiatives to benefit the local economy and environment'
  
- 7. **Background Papers** - None.
  
- 8. **Appendices**
  - 8.1 Appendix 1: Draft Corporate Plan and Annual Report - 2016.

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Draft

# Corporate Plan and Annual Report 2016

## Draft Introduction from the Leader and Chief Executive

**Welcome to Southend-on-Sea Borough Council's Corporate Plan & Annual Report – 2016. I hope you find this a useful document in outlining our vision, aims and values, showing where the Council spends your money and where we get it from, highlighting the Council's recent activity and in setting out our ambitions for the coming years.**

The Council faces enormous challenges in meeting the growing needs of local residents and in finding the savings required of us by central government. Since 2011/12 the Council has taken £56m from its budget with a further £10.5m required for 2016-17 and projected £28m savings for 2017-20.

In achieving these savings we will be doing our best to protect front line services and prioritise those most valued by local people. This also means getting the best value in commissioning services, targeting services to those who need them most, looking at new ways to do things and helping residents and communities to help themselves. This may also mean stopping certain things that we currently do and providing services in different ways. We, therefore, want to hear your views on what sort of borough you want in the future and what sort of Council is needed to make those views a reality.

Despite the challenges the Council has big ambitions for the borough and is continuing to invest in the town's infrastructure, environment, cultural vibrancy and tourism offer. The current year will see the new seafront lagoon open, the energy efficient LED street-light replacement programme continue and more investment going into schools, parks, roads, footways, car parks, homes, the pier and seafront cliff.

The Council is also driving projects to transform the Queensway area, develop the airport business park, including the Med-Tech campus and innovation centre, re-develop Victoria Avenue and create a 'Smart City' that uses new technology to create opportunities for innovation and sustainable growth as well as developing new models of health and social care.

The May 2016 elections saw the Conservative Group return as the administration of the Council and it is determined to ensure it gets the very best outcomes for residents, businesses and visitors. It will be working hard with community groups, partners and residents to make this happen and we hope this Corporate Plan & Annual Report gives you a good flavour of what, and how, this will be done in the coming years.

**Councillor John Lamb  
Leader of the Council**

**Rob Tinlin  
Chief Executive**

### About Southend-on-Sea Borough Council

Southend-on-Sea Borough Council serves a population of 177,900 residents. The Council's gross expenditure is approximately £390m and employs around 1,800 staff to provide a huge range of services to meet the needs of local people. The A-Z of all our services can be found at [www.southend.gov.uk](http://www.southend.gov.uk)

The Council's vision of 'Creating a better Southend' is supported by 5 aims:

- Clean
- Safe
- Healthy
- Prosperous
- Led by an Excellent council

The Council identifies priorities, related actions and performance measures to assess how well it is doing in achieving its aims.

Consultation with residents and our key partners, including Essex Police, NHS South Essex, Essex Fire and Rescue, plus the business and voluntary and community sectors inform the Corporate Priorities.

#### Governance:

The Council has 51 Councillors representing 17 wards. Councillors serve for four years and one third of the council is elected each year for three years, followed by one year without election. The last elections took place on 5 May 2016, resulting in the following political make-up of the Council:

- |                               |           |
|-------------------------------|-----------|
| - Conservative Group          | <b>24</b> |
| - Labour Group                | <b>10</b> |
| - Independent Group           | <b>9</b>  |
| - Liberal Democrat Group      | <b>2</b>  |
| - Southend Independence Group | <b>3</b>  |
| - UKIP Group                  | <b>2</b>  |
| - Non-aligned                 | <b>1</b>  |

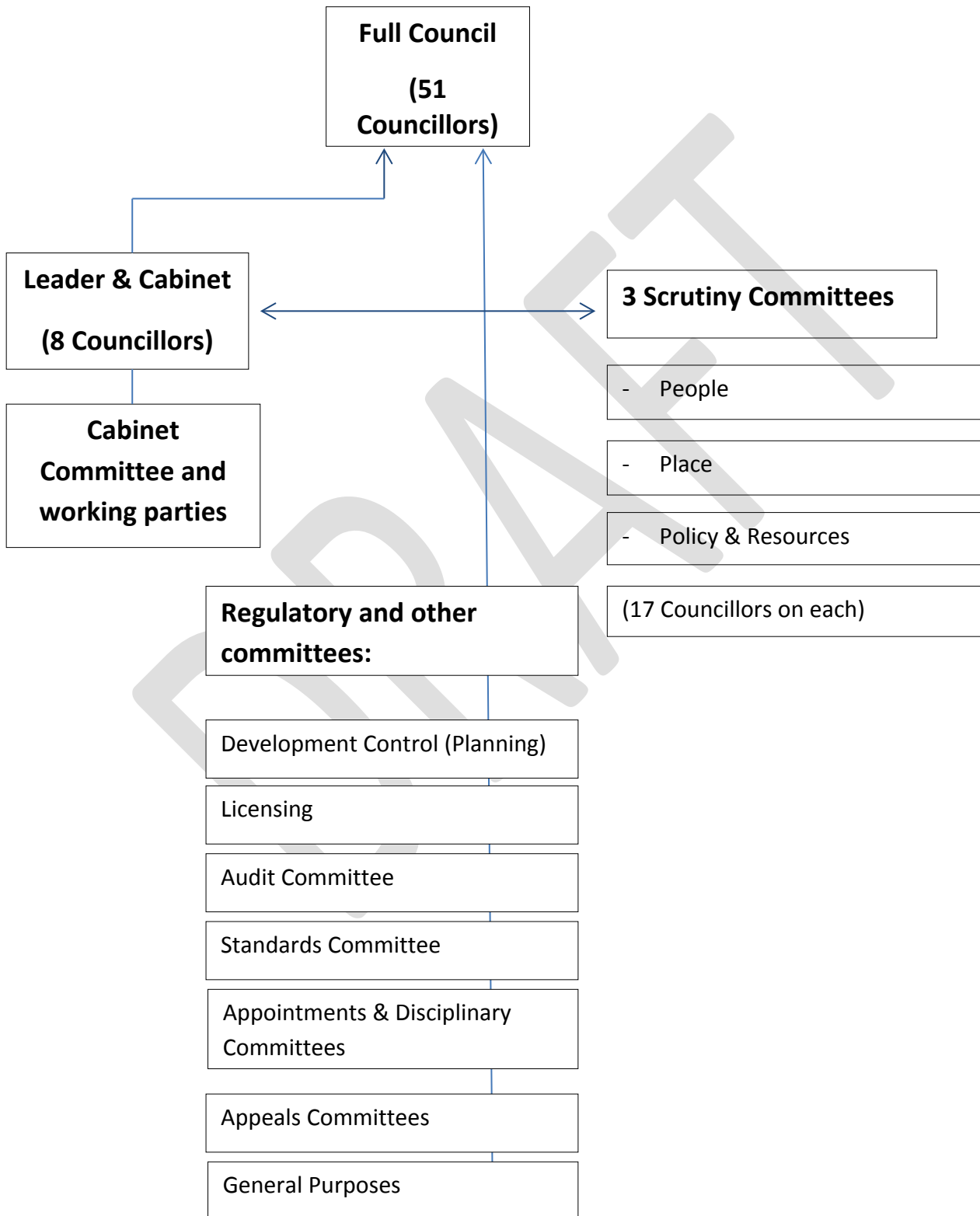
Following the local elections, the Conservative Group formed a minority administration.

The Council operates a Leader and Cabinet model. Major functions, such as agreeing the budget and policy framework are taken by the whole Council. Key executive decisions are taken by a Cabinet of eight Councillors with decisions and other issues reviewed by three scrutiny committees, made up of Councillors not in the Cabinet. Other committees undertake specific functions, for example, in relation to Planning and Licensing. Full details of the Council's decision making process are available at [www.southend.gov.uk](http://www.southend.gov.uk)

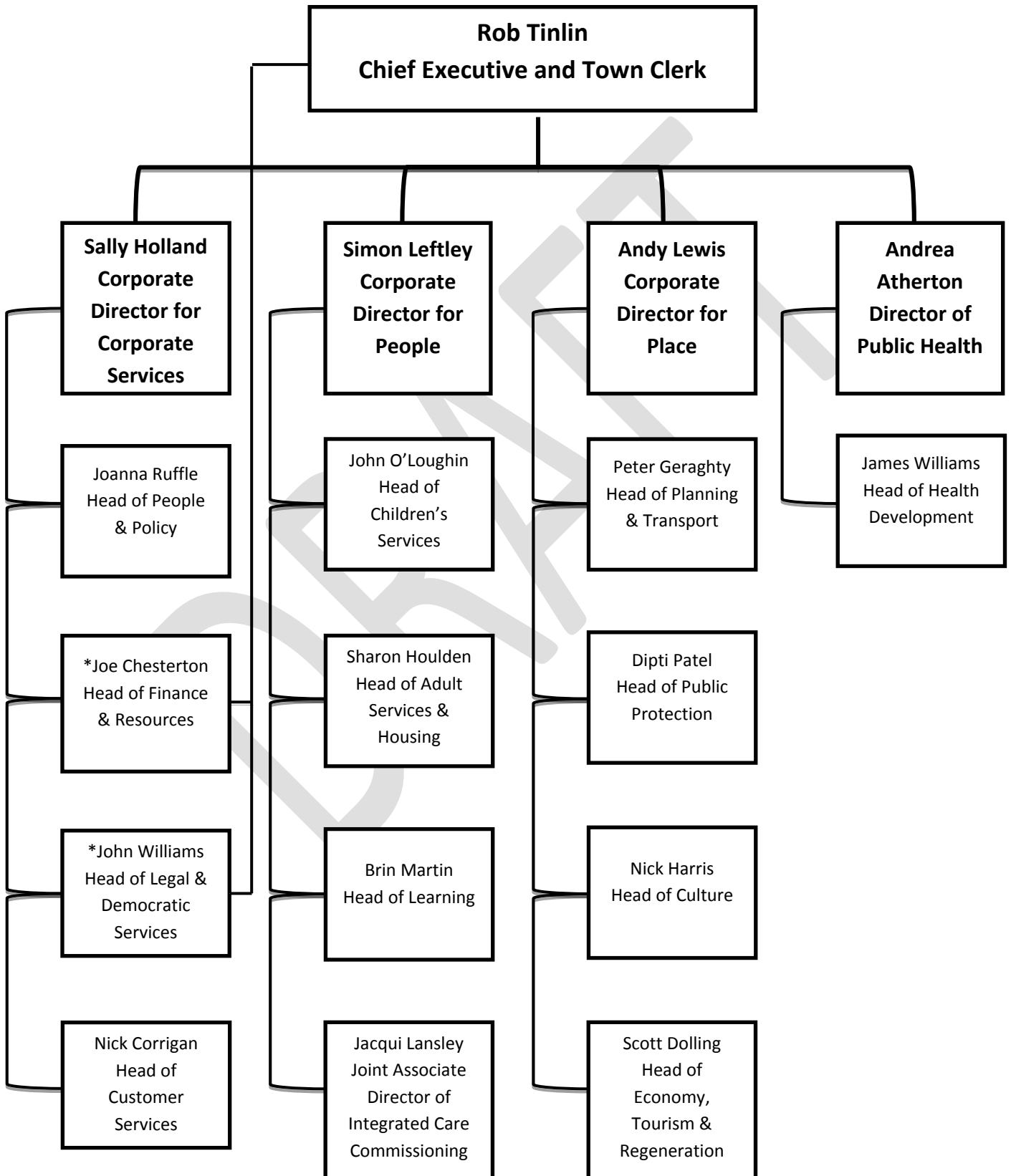
#### Officer Structure:

The Council has three departments, People, Place and Corporate Services – with 13 separate service areas, which in turn are divided into about 70 service groups. The Council is also responsible for the provision of most public health services.

Structure Chart - Political



# Senior Officers: Corporate Directors and Heads of Service



\*Directly reporting to the Chief Executive in respect to their statutory roles  
15.6.16,TM

## Council Budget

	Budget 2015/16	Budget 2016/17
	£000	£000
<b>Portfolios</b>		
Leader	3,285	3,419
Culture, Tourism & the Economy	13,732	14,261
Corporate & Community Support Services	3,323	2,950
Housing , Planning & Public Protection Services	13,664	10,747
Children & Learning	33,477	30,770
Health & Adult Social Care	39,911	40,912
Transport, Waste & Cleansing	25,236	23,127
Technology	(386)	110
Contingencies, Savings etc.	4,775	5,616
<b>Net Cost of Services</b>	<b>137,017</b>	<b>131,912</b>
Capital financing removed	(19,982)	(18,642)
<b>Adjusted Net Cost of Services</b>	<b>117,035</b>	<b>113,270</b>
Levies	550	585
Interest Payable and Receivable	16,062	15,787
<b>Net Operating Expenditure</b>	<b>133,647</b>	<b>129,642</b>
Contribution to /(from) earmarked reserves	(6,671)	(8,656)
Revenue Contribution to Capital	3,090	6,472
General Government Grants	(3,973)	(4,252)
<b>Total to be funded from Council Tax and Government Grant</b>	<b>126,093</b>	<b>123,206</b>
<b>Funding from Council Tax and Government Grant</b>		
Revenue Support Grant	(28,728)	(21,412)
Business Rates	(33,062)	(33,628)
Council Tax	(63,303)	(65,875)
Adult Social Care Precept	0	(1,291)
Collection Fund Surplus	(1,000)	(1,000)
	<b>0</b>	<b>0</b>

## Capital investment in Southend

The Council has plans to spend a total of £73.5m on capital schemes for 2016/17

<b>General Fund Services</b>	<b>£m</b>
Highways & Infrastructure Maintenance & Improvements	11.9
Energy Efficiency and Street Lighting	11.2
School Improvement	8.8
Improvements & Priority Works to Council Property	8.5
Pier, Foreshore & Regeneration	5.3
Investment in ICT	3.8
Disabled Facilities Grants and Private Sector Housing	3.1
Transport and Parking Schemes	3.1
Leisure Facilities Improvements	2.6
Investment in Commercial Property	2.0
Adult Social Care	1.5
Cemeteries & Crematorium	0.9
	<b>62.7</b>
<b>Council Housing</b>	<b>£m</b>
Decent Homes Improvements	7.3
Construction of New Housing/Acquisition of Leaseholds	3.1
Sheltered Housing Remodelling	0.4
	<b>10.8</b>

## Section 5

# Southend on Sea Borough Council's Values

### Living Our Values

Our values guide how we go about our work. They provide a framework for everything we do from day-to-day activities to key business decisions.

<p><b>EXCELLENCE</b> We aspire for excellence in our work</p>
<p><b>AS ONE</b> We work as one organisation</p>
<p><b>RESPONSIBLE</b> We are all responsible for the performance of our organisation</p>
<p><b>OPEN &amp; HONEST</b> We are open, honest and transparent, listening to other's views</p>
<p><b>CUSTOMER CARE</b> Good customer care is at the heart of everything we do</p>
<p><b>SUPPORTIVE</b> We support, trust &amp; develop each other</p>
<p><b>VALUING ALL</b> We value the contribution of all our people</p>



# Key Achievements - 2015/16

(against the 2015/16 Corporate Priorities)

### Safe:

#### **1. Create a safe environment across the town for residents, workers and visitors**

The Council joined forces with the emergency services and other councils to launch the Safer Essex Roads Partnership aimed at reducing deaths and serious injuries on county roads to zero.

£1.3m was spent on road resurfacing and pavement renewal based on priority need following an extensive survey of the borough's roads and pavements.

A new surface pedestrian crossing at the Kent Elms junction was installed to improve access, particularly to people with disabilities, prior to Phase 2 of the project, which will see the junction widened to better manage traffic and ease congestion.

The Council implemented new road schemes to improve road safety, particularly around the borough's schools and hospital and the Council's Road Safety Team has delivered numerous events and road safety sessions, encouraging pedestrians, drivers, riders, and cyclist to stay safe

The Council managed the Government's grant programme to support over 100 homes and businesses previously affected by flooding to install flood prevention measures

About 1.2 metric tonnes of illegally picked oysters were seized to help keep the public safe from potentially contaminated products.

The three year £13.5m project to upgrade the borough's 14,000 streetlights with new energy-efficient LED units accelerated thanks to Green Investment Bank funding, enabling the programme to be extended to illuminated street furniture and replacement/refurbishment of ageing light columns.

3,157 environmental investigations were undertaken in relation to local environmental crime, for example fly-tipping, littering, and duty of care breaches

#### **2. Work with Essex Police and other partners to tackle crime**

With Essex Police the Council secured and enforced an injunction on dangerous and unauthorised 'car-cruise' events in the borough.

Southend-on-Sea continued as a Purple Flag area, in recognition of its safe and well-managed night-time economy, achieving the national gold standard.

The Council, in partnership with Essex County Council, Essex Police, Thurrock Council and others, contributed to the '#TogetherWeCan' campaign to break the stigma of domestic abuse by getting people to talk about it and show their support, particularly on social media

The Anti-Social Behaviour Team dealt with 638 reports and obtained seven Criminal Behaviour Orders. The Team also conducted 23 mediation sessions with an 82.6% success rate

27 car parks have been awarded the 'Park Mark' award by the Association of Chief Police Officers and the British Parking Association for meeting national standards for safety, security, quality, and facilities management

### **3. Look after and safeguard our children and vulnerable adults**

Hands-on training and support helped to raise awareness of what makes children and adults vulnerable to exploitation by extremists and how they can help prevent it from happening. The Home Office approved training programme, was rolled out across schools and colleges to ensure that teachers and other members of staff know how to intervene appropriately.

A restructured Integrated Locality Service and Streets Ahead (Southend's Troubled Families programme) Team now provides a 'core' integrated Early Help Family Support Service to enable all contributors to early help in the borough to act before the needs of children and families escalate.

Streets Ahead has grown from strength to strength, achieving 100% 'Payment by Results' for 420 'Turned Around Families', enabling the borough to be selected to be one of the Phase 2 'early starters', giving 1480 more families the opportunity for support and a better quality of life over the next 5 years.

A number of local shops and businesses signed up to a new scheme, led by the Safeguarding Adults and Children's Boards in partnership with SHIELDS support group for people with learning difficulties and the Council. The 'Keep Safe' scheme means they will let vulnerable people use their phone to call someone they trust, or make a call on their behalf, with permission

The Council and the Local Safeguarding Children's Board (LSCB) supported a national campaign, to tackle child abuse and encourage local people to report any concerns. The 'Together, we can tackle child abuse' campaign emphasises the role everyone can play in protecting children and young people.

22.2% of appropriate social care clients received direct payments to help them plan their social care a further improvement on 2014/15.

The number of delayed discharges from hospital attributable to adult social care improved again to a rate of 1 per 100,000 of the population - against the 2015 national rate of 3.7.

82.80% of over 65s remained at home 91 days after discharge from hospital to rehabilitation

Southend Dementia Action Alliance, a new partnership of firms, charities, public sector partners and the Council, was launched to help boost the quality of life for those with dementia, their families and carers. There are now 530 Dementia Friends across the borough.

Two adult social care pilot schemes were launched as part of a project to transform the social and healthcare system. 'Discharge to Assess' is supporting timely and appropriate hospital discharges, while 'The Overnight Support' project provides adults with waking-night care from 10pm to 7am for up to five days

The Council was 6<sup>th</sup> in the country in terms of speed of processing adoptions with no disruptions.

The Council improved the recruitment and retention of foster carers, meaning more children could be fostered locally.

The Council supported over 2700 clients to stay in the community and be as independent as possible - 500 adult clients with a learning disability, 152 adults with mental health conditions and 800 adult clients with a physical or sensory impairment.

The Council agreed to establish a local authority trading company to manage Delaware House, Priory House adult care homes and Viking Day Centre to lead improvements in social care across the borough's care economy

#### Clean:

#### **4. Promote the use of green technology and initiatives to benefit the local economy and environment**

The Council has delivered a series of solar Photovoltaics (PV) projects across its property portfolio, which will generate 454KWh of solar energy – enough to power 1,000 houses for a year

The Council delivered the Borough's first carbon positive project at the Pier Lift Tower, which through the installation of solar PV, will see the building generate more energy than it actually uses

The Council's award winning partnership with OVO Energy has helped residents and businesses save around £1.2m from their bills by switching to a Southend specific energy tariff and helping those in fuel poverty.

The Council continued to roll-out a low-carbon and renewable technology programme throughout its buildings. The programme is designed to save costs, reduce CO2 emissions, generate new revenue streams and includes specifically targeted CO2 reduction in schools

Funding has been secured from Innovate UK for a two year project, 'Utilising Emobility Hubs to install electric vehicle charging posts, electric car club, bike and e-bikes for hire, a website for bookings and an integrated smart card system

The borough was recognised as the 'greenest' location in the 2016 UK Vitality Index, annual assessment of every large town/ city outside London, in terms of healthy, expansive economics, and those best placed to support growth and opportunities for business to expand.

Southend-on-Sea was ranked joint first out of 63 cities and towns in the 'Cities Outlook' 2016 report in terms of urban environment with the lowest CO2 emissions per capita

The Council has been selected, ahead of 36 other councils, by the Environment Agency to work in partnership with their Climate Ready team to use their tools and methods to support progress at a local level in the borough

The Council approved a £1.29m energy efficiency programme for Temple Sutton Primary School, the largest solar PV project in the borough. The project aims to deliver £2.84m gross saving across 25 years (before costs) with 285 tonnes saving in CO2.

The Council's Strategic Planning Team was successful in securing a grant from the Department of Energy and Climate Change's Heat Network Delivery Unit. Funding was utilised to help identify areas of high heat usage and potential opportunities to operate district heating schemes in Southend-on-Sea

## **5. Encourage and enforce high standards of environmental stewardship**

The Council launched the 'make Southend Sparkle' campaign to recruit volunteers, bring community groups together and attract funding to target 'grot spots' and clean up the borough

A new 15 year recycling, waste and street cleansing service contract started in October 2015, with the new contractor, Veolia, committed to improving recycling rates, maintaining weekly collections and improving the street scene. The new contract will save £22.2m over its life.

The Council managed about 1m waste and recycling collections, collecting about 75,000 tonnes of waste, with about half recycled.

The Council won a prestigious National Cleansing Award from the Chartered Institute of Waste Management and 98% of streets in the borough met the acceptable standard of cleanliness across the whole of the borough

The Council emptied and maintained around 700 litterbins and 300 dog bins within the borough

The Council cleaned more than 400km of streets and roads and also maintains its cleanliness to promote environment stewardship for Southend residents

All seven of Southend's beaches have been awarded achieved a prestigious Keep Britain Tidy 'seaside award', including three beaches achieving the top Blue Flag award

The Council maintains more than 1,000 acres of parkland and open spaces, including 45 parks and open spaces, with five Green Flag award winning parks and open spaces continuing to promote environmental stewardship.

## **Healthy:**

### **6. Promote healthy and active lifestyles for all**

1300 Southend residents were helped to stop smoking with the help of the stop smoking service. A new 'Smoke Free' strategy was agreed following public consultation.

The NHS Health Check programme saw 6619 residents between 40 and 75 take the opportunity to check their health risks, particularly in relation to strokes and heart attacks, exceeding the national target.

A new Older People Strategy was agreed to set out how Southend Clinical Commissioning Group and the Council will commission and deliver services for older people over the next three years.

170 older people completed the Councils extensive 16 week community falls prevention programme. A further 216 older people received a comprehensive assessment and support to help reduce their risk of falling.

Free flu jabs and nasal sprays were made available through GP practices. Two to four year olds are eligible for the vaccine sprays while those entitled to a free jab include over 65s, pregnant women, people with asthma and diabetes and those with chest and heart complaints.

Vaccination, which protect against four different types of meningococcal bacteria, are being offered to teenagers, sixth formers and first year university students as part of the NHS childhood vaccination programme

48 more employers were signed up to the Public health Responsibility Deal, meaning over 100 local organisations have committed to helping local people improve their health and wellbeing.

130 families were supported by the MoreLife programme, a scheme aimed at tackling childhood obesity.

The Warm and Well partnership scheme, continued to target more vulnerable resident, making sure the risk of serious health problems are reduced during the winter months.

The £40m Big Lottery funded programme, Fulfilling Lives: 'A Better Start', continues its work to help parents give their children from 0-3 a better start in life. The project is seeing a wide range of activities and services promoting personal, social and emotional development, communication, health and nutrition over the next nine years and beyond

## **7. Enable the planning and development of quality, affordable housing**

The second phase of the Better Queensway housing regeneration project was begun. The project could see a new community of 1000 homes a new commercial and mixed use re-development that transforms the area in the coming years

The Council continued its drive to create more local affordable homes for rent, with contractors appointed to build 19 new properties across six underutilised garage sites in Shoeburyness.

The Council provided support to 850 households to remain in, or secure, accommodation, preventing homelessness within the Borough.

## **8. Work with the public and private rented sectors to provide good quality housing**

£7.8m was allocated to the decent homes programme to continue improvements to energy efficiency and health and safety in the Council's housing stock.

£1m of capital funding was secured from the Homes and Community Agency's Homelessness Change Programme for three projects in the borough.

264 properties were adapted, through £1m of Disabled Facilities Grants, helping to improve properties and enable more people to live in their home.

Proactively inspected over 100 Houses in Multiple Occupation (HMOs) to ensure basic minimum standards of accommodation were achieved in often high-risk homes.

About 350 serious hazards, such as those relating to fire, damp and sanitation, were removed from privately rented properties

The Council assisted willing landlords and managing agents to improve standards throughout the private rented sector by offering free information sessions and training through Landlords Forums and on-going support to the South East Alliance of Landlords, Agents and Residents (SEAL).

Effective enforcement was undertaken against 'rogue'/'criminal' landlords through, as a last resort, successful prosecutions, to encourage failing landlords to improve and good landlords to maintain their higher standards

## **Prosperous:**

### **9. Improve the life chances of our residents, especially our vulnerable children and adults, by working to reduce inequalities and social deprivation across our communities**

A higher proportion of adults with learning disabilities (11%) are in paid employment compared to last year

The Council came 16th out of 45 local authorities in the Stonewall Education Equality Index, showcasing how well they tackle homophobia and homophobic bullying in schools. 11 schools are working towards becoming Equality and Diversity Champions and have undertaken a range of training sessions for students and teachers – including with Show Racism the Red Card

For the seventh year running, the Council retained its position as one of the UK's top 100 employers in the Stonewall Workplace Equality Index, an annual benchmarking exercise that ranks the top 100 employers in Britain. The Council was ranked 82nd overall

### **10. Ensure continued regeneration of the town through a culture led agenda**

The Forum, Southend-on-Sea has was officially opened by The Duke of Kent, unveiling a stunning sculpture of HM The Queen. His Royal Highness carried out the ceremony at the thriving library and learning hub in Elmer Square, developed through a unique three-way partnership

The new Shoeburyness library opened in September 2015 as part of the redevelopment of the Shoebury Youth Centre and new community supported branch libraries were introduced.

83 volunteers regularly supported the library and museum's services

Volunteers gave 18,304 hours of their time in relation to cultural services providing support free of charge for the community encouraging active lifestyles

There were 4,321,179 attendances at and participated at Council owned or affiliated cultural and sporting activities and events

There were 1,084,918 visits to our libraries, including 778,023 at The Forum alone.

The Focal Point Gallery celebrated its 25<sup>th</sup> Anniversary with a series of imaginative exhibitions, receiving 66,387 visitors during this celebratory year.

A new leisure centres contract with Fusion Lifestyle charity, started in July 2015, which will see a saving of £4m over 10 years and offer more outdoor activities in the summer, healthier lifestyle promotions, a new 'Tennis in the Parks' scheme along with many other new initiatives

The world's first digital park in Chalkwell Park opened, giving art lovers a chance to use their smartphones and tablets to enjoy cutting edge installations

Work to create a new lagoon along Southend seafront started, which together with new toilets and showers at the Three Shell Beach, will provide first class water facilities for the area, including when the tide is out

Work continued with Historic England on the conservation of the London shipwreck site

Major capital funding from the Lawn Tennis Association was received to refurbish tennis courts in Priory and Chalkwell Parks.

£1.98m was been earmarked for non-structural Pier work and improvements to decking, lamp columns, electrics, shelters, and toilets in addition to £2.65m identified for structural works that has been brought forward from 2015 budget

The Council received Sport England Community Sports Activation funding to deliver the Active Women project across the borough

Strong partnership working continued to develop with local arts organisations in the delivery of events such as Village Green, 12,000 people enjoying 45 performances at the Bandstand and 800 people captivated by Royal Opera House and Last Night of the Proms live screenings at Elmer Square.

**11. Ensure residents have access to high quality education to enable them to be lifelong learners and have fulfilling employment**

The Council supported 810 people into employment either created or safeguarded through the Government's business grants programme, which closed in June 2015

Fit4 Work courses, run by Seejobgroup, were set up to give unemployed Southend residents the best possible preparation for finding jobs. The courses offer a wide range of activities and give practical advice to help people transform their confidence and tackle job applications

Southend firms joined a bid to boost apprenticeships through the Council's Business Partnership Briefing, raising the awareness of apprenticeships and the benefits they can bring to businesses

88% of parents received their first choice primary school place for their child within the borough.

Nearly 83% of Southend school pupils attend a school judged by OFSTED as good or outstanding.

64.7% of pupils in 2015 achieved the national benchmark for GCSE grades A\*-C. This has risen from previous years and shows a continuing trend of improvement above the national average.

The percentage of 16-24 year olds Not in Education, Employment or Training (NEET) was 3.9% against 4.3% nationally and 5.4% for our statistically comparable neighbour average.

**12. Ensure the town is 'open for business' and that new, developing and existing enterprise is nurtured and supported**

The Seaway car park £50m leisure and residential scheme progressed further, with plans continuing to develop a cinema, restaurant units, apartments and car parking in the coming years

Plans continued to potentially develop a state of the art museum to house the unique Saxon King and HMS London findings



A new Traffic Management Contract was awarded to Siemens, which will deliver further efficiencies and see a new state of the art traffic light system introduced to improve traffic flows within the borough.

The Borough's first 'Youth Market' was held to help promote entrepreneurial skills among young people and supported by a 60 Minute Mentor session from Essex Farmers' Market

Thurrock Council bought some of the Council's Town Centre Management expertise and resource.

A Broadband voucher scheme was launched enabling businesses to access financial support to upgrade their broadband provision

The Hive Enterprise Centre was officially opened and is now home to over 25 businesses

Social Saturday supported for the first time as well as small business Saturday which have been supported previously

£3.2m was secured for the Airport Business Park from Local Growth Fund via South East Local Enterprise Partnership (SELEP).

The CONNECT project was launched in partnership with Stobart Group and partner organisations in Cumbria (via the Local Enterprise Partnerships) to maximise opportunities of the new route between Southend and Carlisle airports by improving infrastructure at both ends and developing trade, education and tourism links.

#### **Excellence:**

#### **13. Work with and listen to our communities and partners to achieve better outcomes for all**

The Council entered into an Service Level Agreement with Southend Carnival Association to support community events through management of a refreshed community events store and support with community event applications as well as delivery of military parades in partnership with the Council.

An Investors in Volunteering assessment highlighted good practice in Southend, particularly the quality of management of volunteers and clear communication – with 101 volunteers across the youth service and good representation from hard to reach groups, people with a disability and those from ethnic minorities.

The Early Help and Family Support and Youth Offending Service has concentrated on improving and developing processes and working toward the Investors in Volunteering quality assurance standard.

The Council consulted with the public and stakeholders over the Southend Central Area Action Plan – a blueprint for the future development of the centre and seafront areas of Southend, which once adopted will inform planning decisions in the area for five years.

The Council's website was viewed 1,605,650 times, with 35,460 online payments made, helping to save resources compared to other payment methods. 31,962 online forms were submitted.

The Council exceeded its staff sickness target with 6.99 days lost per (non-school) member of staff, compared to the local government average of 8.8 days

The Council achieved the Public Service Network (PSN) accreditation from Cabinet Office.

#### **14. Enable communities to be self-sufficient and foster pride in the town**

The Hub in Victoria Shopping Centre, Southend continued its success in providing additional support for vulnerable residents and those facing hardship. Advice is provided by a range of voluntary and statutory services and by providing a community facility for use by local people and community groups. The success of the hub has led to the development of a similar facility in Shoeburyness

The MySouthend new online facility now has over 11,000 users, allowing residents, business and landlords to quickly and easily manage Council transactions online, including Housing Benefit, Council Tax and Business Rates. MySouthend aims to expand its facilities in the near future to allow users to access a wider range of tools.

#### **15. Promote and lead an entrepreneurial, creative and innovative approach to the development of our town**

Plans were further progressed with Rochford Council for development of the Airport Business Park which could include an Anglian Ruskin Medtech Campus, an innovation centre, hotel and space for local engineering and aviation businesses, together with hi-specification office space

The Hive Southend, business enterprise centre officially opened in Spring 2015. Managed by Enterprise4Good, and based in the Beecroft Art, the centre, and has created over 1500m<sup>2</sup> of business and meeting space in the town centre and offers businesses a range of flexible accommodation options

The Council promoted the start of the re-development of derelict office blocks in Victoria Avenue through threatened use of compulsory purchase powers.

The Council's award-winning planning team were shortlisted for the prestigious Royal Town Planning Institute (RTPI) Awards for Planning Excellence

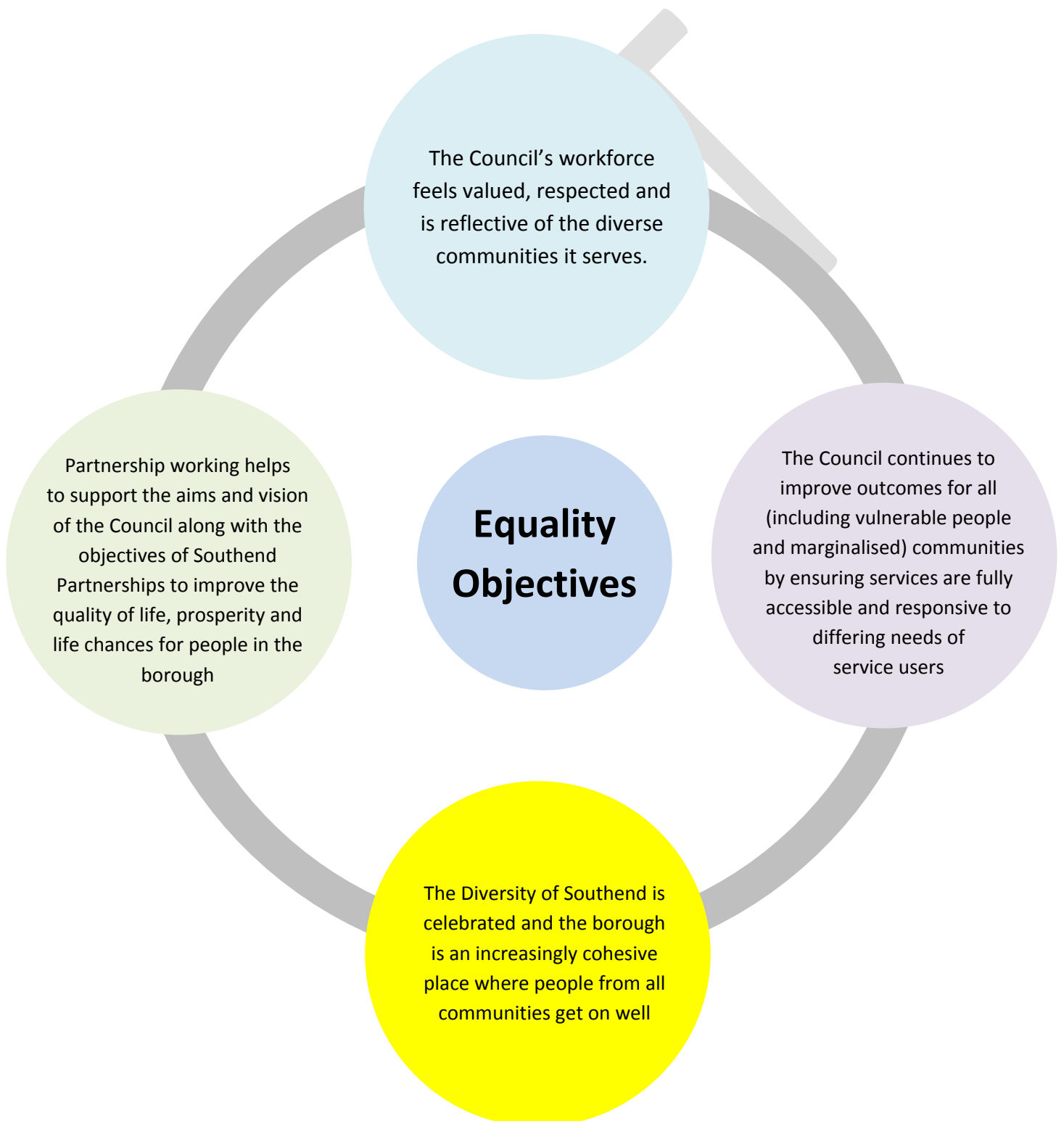
The Council was successful in the Horizon 2020 bid called 'TRACE', that aims to support the award winning 'Ideas in Motion' campaign to promote walking and cycling in the borough by determining the best use of technology and ICT tracking tools.

Corporate Priorities 2016/17



## Equality Objectives

The Council's equality objectives, which support the Corporate Priorities, are listed below. These are supported by service level objectives which are specific, measurable and realistic with progress on how the Council is meeting its equality responsibilities reported regularly.



## Section 9

### Corporate Priority Performance Measures for 2016/17

Performance Measures	Target for 2015/16	Target for 2016/17	Aim
Number of children subject to a Child Protection Plans (per 10,000 population) [Monthly Snapshot]	37.8-45.2	45.7-52.3	<b>Safe</b>  Create a safe environment across the town for residents, workers and visitors  Work in partnership with Essex Police and other agencies to tackle crime  Look after and safeguard our children and vulnerable adults
Number of Looked After Children (per 10,000 population) [Monthly Snapshot]	54.4-65	57.7-68.3	
Adults in contact with secondary mental health services living independently, with or without support (expressed as a percentage) [Quarterly Snapshot]	66%	66%	
Percentage of children reported to the police as having run away that receive an independent return to home interview (where parents' consent)[Cumulative]	85%	85%	
Score against 10 British Crime Survey crimes; Theft of vehicle, theft from vehicle, vehicle interference, domestic burglary, theft or cycle, theft from person, criminal damage, common assault, woundings, robbery [Cumulative]	7389	7389	
Percentage acceptable standard of cleanliness: litter [Cumulative]	90%	92%	<b>Clean</b>  Continue to promote the use of green technology and initiatives to benefit the local economy and environment  Encourage and enforce high standards of environmental stewardship
Number of reported missed refuse collections per 100,000 [Monthly Snapshot]	45	45	
Percentage of household waste sent for reuse, recycling and composting [Cumulative]	54%	54%	
Proportion of people who use services who receive Direct payments [Year to date Snapshot]	N/A	30%	<b>Healthy</b>  Actively promote healthy and active lifestyles for all  Work with the public and private rented sectors to provide good quality housing  Improve the life chances of our residents, especially our vulnerable children and adults, by working to reduce inequalities and social deprivation across our communities
Proportion of older people 65 and over who are still at home 91 days after discharge from hospital to rehabilitation.	86%	86%	
Proportion of adults with learning disabilities in paid employment [Quarterly Snapshot]	10%	10%	
Delayed transfers of care from hospital for social care per 100,000 population [Average]	N/A	1.43	
Number of Children having participated in an Early Help Assessment (cumulative)	N/A	2000	
Number of attendances at council run or affiliated arts and sports events and facilities [Cumulative]	3,429,000	4,000,000	
Number of people successfully completing 4 week stop smoking course [Cumulative]	1300	1300	
Take up of the NHS Health Check programme – for those eligible [Cumulative]	5673	5673	

Number of Southend employers signed up to the Public Health Responsibility Deal [Cumulative]	40	40	
Percentage of Children in good or outstanding schools	75%	80%	<b>Prosperous</b>  Maximise opportunities to enable planning and development of quality, affordable housing  Ensure residents have access to high quality education to enable them to be lifelong learners and have fulfilling employment  Ensure the town is 'open for business' and that new, developing and existing enterprise is nurtured and supported  Ensure continued regeneration of the town through a culture led agenda
Major planning applications determined in 13 weeks [Cumulative]	79%	79%	
Minor planning applications determined in 8 weeks [Cumulative]	84%	84%	
Other planning applications determined in 8 weeks [Cumulative]	90%	90%	
Current Rent Arrears as percentage of rent due [Monthly Snapshot]	1.77%	1.7%	
Percentage of Council Tax for 2015/16 collected in year [Cumulative]	97.0%	97.2%	
Percentage of Non-Domestic Rates for 2015/16 collected in year [Cumulative]	97.6%	97.8%	
GovMetric measurements of satisfaction (3 channels – Phones, Face 2 Face & Web) [Cumulative]	≥80%	≥80%	<b>Excellent</b>  Work with and listen to our communities and partners to achieve better outcomes for all  Enable communities to be self-sufficient and foster pride in the town  Promote and lead an entrepreneurial, creative and innovative approach to the development of our town
Number of payments made online [Cumulative]	≥50,000	≥50,000	
Number of volunteers hours delivered within cultural services [Cumulative]	12,000	13,000	
Working days lost per FTE due to sickness – excluding school staff [Cumulative]	7.20	7.20	

## Public Facing Performance 2016/17

<b>Outward Facing Name</b>	<b>Indicator Name</b>	<b>Annual Target 2015/16</b>	<b>Annual Target 2016/17</b>
How much of your household waste is recycled?	Percentage of household waste sent for reuse, recycling and composting	54%	54%
How quickly are your planning applications decided?	Other planning applications determined in 8 weeks	90%	90%
How reliable are your refuse collections?	Number of reported missed collections per 100,000	45	45
Customer Satisfaction	GovMetric measurement of satisfaction (3 channels)	≥80%	≥80%
How clean are your streets?	Percentage acceptable standard of cleanliness: litter	90%	92%
How many visits to council run or affiliated arts and sports events and facilities in Southend-on-Sea	Number of attendances at council run or affiliated arts and sports events and facilities in Southend-on-Sea	3,429,000	4,000,000

## Corporate Priority Actions 2016/17

Action	Due Date	Directorate	Aim
1 Deliver the priorities of the Strategic Intelligence Assessment to support a reduction in crime	31 Mar 2017	Place	<b>Safe</b> Create a safe environment across the town for residents, workers and visitors
2 Successfully implement the new parking enforcement contract	31 Mar 2017	Place	
3 Implement the outcome of the 20mph Speed Limit Scrutiny Project	31 Mar 2017	Place	
4 Implement and embed the Early Help offer redesign	31 Mar 2017	People	
5 Monitor the implementation and delivery of the new commission the new Emotional Health and Wellbeing service	31 Mar 2017	People	
6 Implement and performance manage the Multi-Agency Risk Assessment Team	31 Mar 2017	People	
7 Delivery a high performing waste collection and street cleaning service across the Borough including the recycling / composting rate to 54%	31 Mar 2017	Place	<b>Clean</b> Continue to promote the use of green technology and initiatives to benefit the local economy and environment
8 Continue to utilise environmental enforcement powers where appropriate to maintain an attractive street scene for residents and visitors (Clean and Green)	31 Mar 2017	Place	
9 Implement the new model for service delivery for the Grounds Maintenance Service	31 Mar 2017	Place	
10 Deliver the aspirations of the Council's Low carbon Energy Strategy 2015-2020	31 Mar 2017	Place	
11 Continue to implementation the agreed corporate Energy Projects including the Southend Energy Partnership	31 Mar 2017	Place	
12 Produce a new Highway Asset Management Plan to support the maintenance and improvement of the roads, pavements and street furniture across the Borough	31 Mar 2017	Place	
13 Delivery and implement the Traffic & Highways Capital Programme	31 Mar 2017	Place	
14 Delivery the programmed replacement of old street lighting lantern with new LED type	Multi-year programme with annual targets	Place	
15 Develop and implement an Accident Prevention Strategy	31 Mar 2017	Public Health	<b>Healthy</b> Actively promote healthy and active lifestyles for all  Work with the public and private rented sectors to provide good quality housing  Improve the life chances of our residents, especially our vulnerable children and adults, by working to reduce inequalities and social deprivation across our communities
16 Develop a Mental Wellbeing Strategy	31 Mar 2017	Public Health	
17 Develop a social marketing programme for health improvement	31 Aug 2016	Public Health	
18 Develop a public health vision that informs prioritisation of public health needs within the community and revise the public health strategy to address these	31 Dec 2016	Public Health	
19 Deliver Phase 2 of the Streets Ahead programme	31 Mar 2017	People	
20 Deliver Year 2 of the Fulfilling Lives programme to improve the life chances of children aged 0-3	31 Mar 2017	People	
21 Narrow the achievement gap for all disadvantaged groups	31 Mar 2017	People	
22 Develop and implement an asset based model of assessment and service provision across Adult Social Care	31 Mar 2017	People	
23 Embed the integrated community recovery pathway as the standard model for service delivery in adult social care	31 Mar 2017	People	
24 Delivery the join integrated work plan across children's, adults and community services	31 Mar 2017	People	
25 Work in partnership to develop affordable housing	30 Jun 2016	People	<b>Prosperous</b> Maximise opportunities to enable the planning and development of quality affordable housing
26 Deliver the agreed Council strategy for Southend adult social care homes and other care services	31 Mar 2017	People	
27 Develop a secondary school places strategy to cater for the increasing pupil numbers	31 Mar 2017	People	
28 Further develop the School Led School Improvement System (school –	31 Mar 2017	People	



	to – school support)			Ensure residents have access to high quality education to enable them to be lifelong learners and have fulfilling employment
29	Increase the number of schools judged as 'Good' or 'Outstanding'	31 Mar 2017	People	
30	Improve school attendance for the academic year 2016/17	31 Mar 2017	People	
31	Seaway Car Park – to bring forward the development of a leisure-led scheme, including the relocation of coach parking and the seafront area waste depot, 2016/17 actions: <ul style="list-style-type: none"> <li>To support Turnstone to submit a planning application</li> <li>To meet the Coach Park Relocation Condition</li> <li>To support Turnstone in securing prime tenants</li> </ul>	31 Mar 2016 30 Jun 2016 31 Aug 2016	Corporate Services	Ensure the town is 'open for business' and that new, developing and existing enterprise is nurtured and supported
32	Airport Business Park – to bring forward development of land north of Aviation Way over 15-20 years for a Business Park via a development partnership, 2016/17 actions: <ul style="list-style-type: none"> <li>To commence Phase 1 infrastructure works</li> <li>To agree Westcliff Rugby club relocation strategy and commence work</li> <li>To submit a planning application for the Innovation centre</li> </ul>	31 Jul 2016 30 Sep 2016 30 Sep 2016	Corporate Services / Place	Ensure continued regeneration of the town through a culture led agenda
33	Queensway Area Regeneration Project, 2016/17 actions: <ul style="list-style-type: none"> <li>Progress the finance option and housing plans for the Queensway area regeneration project</li> <li>Consultation and communication with existing residents of the Queensway development to inform specifications for the redevelopment</li> </ul>	31 Mar 2017 31 Mar 2017	Corporate Services / People / Place	
34	Continue to make the case for Growth Fund Investment in Southend by working with the South Essex Growth Partnership and SELEP	31 Mar 2017	Place	
35	Develop a Smart Cities Strategy and associated projects	31 Mar 2017	Place	
36	Delivery of Seafront Lagoon	31 Mar 2017	Place	
37	Complete detailed design for the Seafront Museum	31 Mar 2017	Place	
38	Implement the recommendations from the Library Review	31 Mar 2017	Place	<b>Excellent</b>
39	Southend Way – To continue to embed the Southend Way cultural change programme (Aspiration programme – Council)	31 Mar 2017	Corporate Services	Work with and listen to our communities and partners to achieve better outcomes for all
40	Identify and support opportunities that improve community capacity and resilience (Aspiration programme for the borough)	31 Mar 2017	Corporate Services	Enable communities to be self-sufficient and foster pride in the town
41	Work the Government and local partners develop and deliver a devolution deal which maximises the benefits for Southend, building on City Deal and profile of the Thames Gateway	31 Mar 2017	Place	Promote and lead an entrepreneurial, creative and innovative approach to the development of our town

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# Southend-on-Sea Borough Council

Agenda  
Item No.

Report of Chief Executive & Town Clerk  
to  
Cabinet  
on  
28<sup>th</sup> June 2016

Report prepared by:  
Leo Lord – Senior Business Management Advisor  
Tim MacGregor – Team Manage, Policy and Information

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**2015/16 Year End Performance Report**  
**Relevant Scrutiny Committee(s): People; Place; Policy & Resources.**  
**Executive Councillor: Councillor Lamb**  
***A Part 1 - Public Agenda Item***

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## **1. Purpose of Report**

- 1.1 To report on the end of year position of the Council's corporate performance for 2015/16.

## **2. Recommendation**

- 2.1 **To note the 2015/16 end of year position and accompanying analysis.**

## **3. Background**

- 3.1 The Council's Monthly Performance Report (MPR) provides members, staff and public with an overview of Council performance in key areas relating to customers, staff, finance and projects. The content is reviewed each year, based on what has been identified as requiring particular focus for that year.
- 3.2 The MPR is monitored each month by service groups, Departmental Management Teams and Corporate Management Team and at each meeting of Cabinet and each Scrutiny Committee. Each assesses whether performance is on or off target - enabling appropriate action to be taken. This report outlines performance and provides analysis for the end of year position up to March 2016 of the corporate performance indicators reported in the MPR.
- 3.3 The analysis focuses on:  
- performance against targets;  
- performance against previous years' performance and  
- performance against comparable authorities (where available)
- 3.4 **Appendix 1** provides detail of the 2015/16 outturn with a commentary against individual indicators, including, where available, comparative performance information against other local authorities.

- 3.5 Corporate performance monitoring and management has been an important element of the Council's improvement journey and, to provide more context **Appendix 2** provides an overview of this improvement over recent years.
- 3.6 In considering corporate performance for 2015/16, account should be made of a number of contextual issues, including:
- the significant reductions in council spending for the year,
  - the on-going challenging economic climate
  - challenges faced in meeting new Government requirements, including changes to welfare provision.
  - the challenge of maintaining rates of improvement after periods of sustained better performance.
  - other new commitments and priorities.

#### 4. Performance in 2015/16

4.1 Despite the challenges outlined above, the Council continued to perform well in 2015/16 with some indication that the financial and economic climate has had an impact in some areas. In addition, benchmarking analysis indicates that in many areas the council performs better than similar authorities and our statistical neighbours. The following points are of particular note:

- 23 of the 28 (82.1%) performance indicators met their year-end targets
- Of the 28 indicators for which data is available for the previous year, 22 (78.6%) have maintained or improved performance from 2014/15.
- The number of volunteer hours within cultural services exceeded its target by 8,304 hours (18,304 against a target of 12,000) highlighting the borough's support of the cultural offer in Southend.
- 75 new affordable homes were delivered, up from 50 in 2014/15.
- The proportion of children in good or outstanding schools has increased almost 5% to 83.1%.
- Adult Social Care outcomes have performed well:
  - The number of delayed transfers of care from hospital (social care) reduced for the third consecutive year (2013/14 – 30, 2014/15 – 18, 2015/16 - 17).
  - A greater percentage of older people over 65 remained at home 91 days after discharge from hospital to rehabilitation.
  - A higher proportion of adults with learning disabilities are in paid employment compared to last year.
- The take up of the NHS Health Check programme – by those eligible has exceeded the target by 15.3%.
- A further 43 local employers have signed up to the Public Health Responsibility Deal in Southend.

- Cleansing standards for litter have improved to 96% from 94% in 2014/15.
- The percentage of Non-domestic Rates collected exceeded target by 0.2 % with a 97.8% collection rate. The percentage of Council tax collected also exceeded target by 0.2% with a 97.2% collection rate.
- The council's extensive offer of events and facilities in 2015/16 resulted in 4,321,179 visits to council run or affiliated arts and sports events or facilities, exceeding last year's performance by just over 148,000 visits.

4.2 Corporate performance for 2016/17 will follow a similar format, with the revised performance measures and actions having been agreed by Cabinet in February and these are outlined in the Council's Corporate Plan and Annual report for 2016.

## 5. **Other Options**

Not applicable to this report.

## 6. **Reasons for Recommendation**

Not applicable to this report.

## 7. **Corporate Implications**

### 7.1 Contribution to Council's Vision & Critical Priorities

The MPR monitors performance of the Corporate Indicators achieved against the Corporate Priorities.

### 7.2 Financial Implications

The MPR monitors performance achieved against the Corporate Priorities and these priorities are key drivers for the Medium Term Financial Strategy.

### 7.3 Legal Implications

There are no legal implications.

### 7.4 People Implications

People implications are included in the monitoring of performance relating to the council's resources where these relate to the Council's priorities.

### 7.5 Property Implications

There are no property implications.

### 7.6 Consultation

Performance Indicators relating to the Council's priorities included in the MPR are as included in the Corporate Plan, which was developed through consultation.

### 7.7 Equalities Impact Assessment

The priorities and outcomes contained with the Corporate Plan are based upon the needs of Southend's communities. This has included feedback from consultation and needs analyses.

7.8 Risk Assessment

The monitoring of performance information supports the council in identifying potential areas of risk as part of the Council's governance processes.

7.9 Value for Money

Value for Money is a key consideration of the Corporate Plan and performance indicators in the MPR assist in identifying Value for Money from services.

7.10 Community Safety Implications

Performance Indicators relating to community safety are included in the MPR.

4.11 Environmental Impact

Performance Indicators relating to environmental factors and impact are included in the MPR.

**8. Background Papers**

8.1 Monthly Performance Reports, April 2015 to March 2016.

**9. Appendices**

9.1 **Appendix 1: Corporate Priority Indicators – Year End**

9.2 **Appendix 2: Southend-on-Sea BC Improvement Journey**

## Corporate Performance Indicators - Year End

**Outcome against target: Missed target 5, Achieved target 23**



Comparative information, in most cases, is with all unitary authorities in England or with the appropriate 'family' group (eg those authorities with characteristics that are most similar to Southend). The majority of benchmarking data is from 2014/15 as data for 2015/16 from other authorities is not yet available – although this still offers a good indication into how our performance is progressing. Comparative performance is often described in terms of 'quartiles' where:

- Upper Quartile – Top 25% performing councils
- Upper Middle Quartile – Top 50% performing councils
- Lower Middle Quartile – Bottom 50% performing councils
- Lower Quartile – Bottom 25% performing councils

MPR Code	Short Name	Minimise or Maximise	Year End 2015/16	Annual Target 2015/16	Outcome	Year End 2014/15	Comments / Benchmarking
CP 1.1	Score against 10 BCS crimes; Theft of vehicle, theft from vehicle, vehicle interference, domestic burglary, theft of cycle, theft from person, criminal damage, common assault, woundings, robbery. **Cumulative from April**	Aim to Minimise	8382	7389	Not Met Target	7464	Number of crimes per 1000 residents is higher in Southend than both 'most similar group' average and Essex average. Representatives from Essex Police attended Policy and Resources Scrutiny Committee on 3 <sup>rd</sup> December 2015 to provide an update on Southend crime statistics, current demand and future challenges.
CP 1.2	Adults in contact with secondary mental health services who are in stable accommodation (ASCOF H1)	Aim to Maximise	67.5%	66%	Met Target	66.4%	This indicator is in line with the National Social Outcomes Framework. Performance has met target. Against all English Unitary Authorities for 2014/15 the Council is in the upper middle Quartile Performance for this indicator. (LG Inform 26/04/2016)
CP 1.3	The percentage of children reported to the Police as having run away that receive an independent return to home interview [Monthly Snapshot]	Aim to Maximise	69.05%	85%	Not Met Target	66.2%	During the year the police changed the way they triaged missing children which meant an increase in the number of children report to us as missing, as a result performance dropped. We now risk assess and triage all clients ourselves, the result will be a risk assessed and moderated volume ensuring an improvement in the reporting of the performance indicator. In addition we also count children who are placed here by other local authorities. If we excluded these numbers the performance rises to 77.7% with 91% attempted.

MPR Code	Short Name	Minimise or Maximise	Year End 2015/16	Annual Target 2015/16	Outcome	Year End 2014/15	Comments / Benchmarking
CP 1.4	Rate of children subject to a Child Protection Plan per 10,000 (not including temps) [Monthly Snapshot]	Goldilocks	49.2	37.8-45.2	Not Met Target	48.8	The nature of this indicator makes it very difficult to set a relevant target. We have robust thresholds and management oversight to ensure a CPP is appropriate. As such an outturn that is outside of the set range does not imply weak performance. The average rate for the year is 45.7. The Figures are in line with 2014/15 All Unitary average and below 2014/15 children services near neighbour average.
CP 1.5	Rate of Looked After Children per 10,000 [Monthly Snapshot]	Goldilocks	68.3	54.4-65	Not Met Target	60.61	The nature of this indicator makes it very difficult to set a relevant target. We have robust thresholds and management oversight to ensure a child only becomes LAC when necessary. As such an outturn that is outside of the set range does not imply weak performance. The average rate for the year is 63.0. Figures are in line with 2014/15 All Unitary average. The reason for the increase in numbers of LAC has been explored and the decision to bring children into care has been appropriate.
CP 2.1	Number of reported missed collections per 100,000**Snapshot of monthly performance**	Aim to Minimise	40	45	Met Target	45	Benchmarking not available
CP 2.2	% acceptable standard of cleanliness: litter **Cumulative from April**	Aim to Maximise	96%	90%	Met Target	94%	Benchmarking not available
CP 2.3	Percentage of household waste sent for reuse, recycling and composting **Cumulative from April**	Aim to Maximise	47.11%	54%	Not Met Target	51.25%	Target not met due to late commissioning of Partnership MBT Plant which meant that the recycling element at the plant produced less tonnage to contribute to our performance. Poor out turn of garden waste from the summer of 15/16 which is the result of poor growing conditions linked to the weather. Garden waste contributes to the recycling performance. There is a national downturn in recycling rates (the Essex region has also seen a decrease)



MPR Code	Short Name	Minimise or Maximise	Year End 2015/16	Annual Target 2015/16	Outcome	Year End 2014/15	Comments / Benchmarking
CP 3.1	Proportion of older people 65 and over who are still at home 91 days after discharge from hospital to rehab	Aim to Maximise	87.4%	86%	Met Target	86.2%	This indicator is part of the Adult Social Care Outcomes Framework indicator, which reports those older people (65+) who started reablement to support a hospital discharge and who started reablement between October 2015 and December 2015. This shows 103 people started reablement in this period. During the three month period to the end of March 2015, 90 people were still at home, a success rate of 87.4%. Against all English Unitary Authorities for 2014/15 the Council is in the upper middle Quartile Performance for this indicator. (LG Inform 12/04/2016)
CP 3.2	Delayed transfers of care from hospital (social care) [Cumulative]	Aim to Minimise	17	24	Met Target	18	The annual target has been met. There have been 17 delays in 2015/16. This is a further improvement on 18 in 2014/15 and 30 in 2013/14.
CP 3.3	Number of attendances at council run or affiliated arts and sports events and facilities [Cumulative]	Aim to Maximise	4,321,179	3,429,000	Met Target	4,172,647	Benchmarking not available
CP 3.4	Public Health Responsibility Deal [Cumulative]	Aim to Maximise	43	40	Met Target	43	Target Met and exceeded - 43 businesses signed up to the Southend public health responsibility deal.
CP 3.5	Number of people successfully completing 4 week stop smoking course [Cumulative]	Aim to Maximise	1300	1300	Met Target	1301	
CP 3.6	Take up of NHS Health Checks programme – by those eligible [Cumulative]	Aim to Maximise	6,617	5,673	Met Target	5,739	A range of targeted work around the borough has supported exceeding target and a 15.3% increase from last year's performance.
CP 3.7	Number of new affordable homes acquired [Cumulative]	Aim to Maximise	75	45-72	Met Target	50	50% increase in the number of affordable homes delivered from 2014/15
CP 4.1	Proportion of appropriate people using social care who receive direct payments [Monthly Snapshot]	Aim to Maximise	22.2%	21%	Met Target	17.76%	Performance on this indicator has out turned above the target. Against all English Unitary Authorities for 2013/14 the Council is in the upper middle Quartile Performance for this indicator. (LG Inform 26/04/2016)
CP 4.2	Proportion of adults with learning disabilities in paid employment [Quarterly Snapshot]	Aim to Maximise	10.2%	10%	Met Target	7.1%	We currently have 48 LD service users recorded as being in paid employment from 470 service users. Against all English Unitary Authorities for 2014/15 the Council is in the upper Quartile Performance for this indicator. (LG Inform 12/04/2016).

MPR Code	Short Name	Minimise or Maximise	Year End 2015/16	Annual Target 2015/16	Outcome	Year End 2014/15	Comments / Benchmarking
CP 4.3	% of Council Tax for 2015/16 collected in-year [Cumulative]	Aim to Maximise	97.2%	97%	Met Target	96.81%	2014/15 England All Unitary Average is 96.62%.
CP 4.4	% of Non-domestic Rates for 2014/15 collected in-year [Cumulative]	Aim to Maximise	97.8%	97.60%	Met Target	97.60%	2014/15 England All Unitary Average is 97.21%.
CP 4.5	Major applications determined in 13 weeks **Cumulative from April**	Aim to Maximise	90.90%	79.00%	Met Target	86%	England Top Quartile = 88% (2014/15)
CP 4.6	Minor planning applications determined in 8 weeks **Cumulative from April**	Aim to Maximise	90.77%	84.00%	Met Target	88%	England Top Quartile = 81% (2014/15)
CP 4.7	Other planning applications determined in 8 weeks **Cumulative from April**	Aim to Maximise	95.48%	90.00%	Met Target	94%	England Top Quartile = 90% (2014/15)
CP 4.8	Current Rent Arrears as % of rent due [Monthly Snapshot]	Aim to Minimise	1.37%	1.77%	Met Target	1.77%	
CP 4.9	% of children in good of outstanding schools [Monthly Snapshot]	Aim to Maximise	83.08%	75%	Met Target	77.2%	The annual target has been met. The council continues to work directly with schools and academies to move to the situation where all schools in Southend are either Good or Outstanding.
CP 5.1	Number of volunteer hours in delivered within cultural services [Cumulative]	Aim to Maximise	18,304	12,000	Met Target	12,334	Benchmarking not available
CP 5.2	Govmetric Measurement of Satisfaction (3 Channels - Phones, Face 2 Face & Web) (Cumulative)	Aim to Maximise	91.98%	80.00%	Met Target	93.24%	
CP 5.3	Number of payments made online	Aim to Maximise	58,494	50,000	Met Target	49,926	Benchmarking not available
CP 5.4	Working days lost per FTE due to sickness - excluding school staff **Cumulative from April**	Aim to Minimise	6.99	7.20	Met Target	6.91	Local Government Association Workforce Survey shows councils reported a median of 8.4 days lost per FTE employee in 2013/14.

## Southend on Sea BC Improvement Journey

Key Indicators	2012/13	2013/14	2014/15	2015/16	Comments
Score against 10 BCS crimes; Theft of vehicle, theft from vehicle, vehicle interference, domestic burglary, theft of cycle, theft from person, criminal damage, common assault, woundings, robbery.	7563	7706	7464	8382	Number of crimes per 1000 residents higher in Southend than both 'most similar group' average and Essex.
Adults in contact with secondary mental health services who are in stable accommodation (ASCOF H1)			66.4%	67.5%	This indicator is in line with the National Social Outcomes Framework, performance has met target. Against all English Unitary Authorities for 2014/15 the Council is in the upper middle Quartile Performance for this indicator. (LG Inform 26/04/2016)
The percentage of children reported to the Police as having run away from home that receive an independent return to home visit interview [Monthly Snapshot]			66.2	69.1	
Rate of children subject to a Child Protection Plan per 10,000 (not including temps)			48.8	49.2	Figures in line with 2014/15 All Unitary average and below 2014/15 children services near neighbour average.
Rate of Looked After Children per 10,000			60.61	68.3	Figures in line with 2014/15 All Unitary average. The reason for the increase in numbers of LAC has been explored and the decision to bring children into care has been appropriate.
Number of reported missed collections per 100,000	27	26	45	40	Annual target for 2015/16 of fewer than 45 missed collections per 100,000 has been met.
% acceptable standard of cleanliness: litter	90%	90%	94%	96%	Out turn of 96% continues improvement seen over the last three years.

Key Indicators	2012/13	2013/14	2014/15	2015/16	Comments
Percentage of household waste sent for reuse, recycling and composting	48.28%	53.12%	51.25%	47.11%	Target not met due to late commissioning of Partnership MBT Plant which meant that the recycling element at the plant produced less tonnage to contribute to our performance. Poor out turn of garden waste from the summer of 15/16 which is the result of poor growing conditions linked to the weather. Garden waste contributes to the recycling performance. There is a national downturn in recycling rates (the Essex region has also seen a decrease)
Proportion of older people 65 and over who are still at home 91 days after discharge from hospital to rehab		82.4%	86.2%	87.4%	2015/16 target has been met
Delayed transfers of care from hospital (social care) [Cumulative]	31	30	18	17	Out turn of 17 continues improvement seen over the last three years.
Number of attendances at council run or affiliated arts and sports events and facilities [Cumulative]	3,694,891	4,001,742	4,172,647	4,321,179	The council's extensive offer of events and facilities in 2015/16 meant 4,321,179 visits to council run or affiliated arts and sports events or facilities. This continues the year on year improvements seen over the last three years.
Public Health Responsibility Deal [Cumulative]			43	43	Target Met and exceeded - 43 businesses signed up to the Southend public health responsibility deal.
Number of people successfully completing 4 week stop smoking course [Cumulative]		1304	1301	1300	
Take up of the NHS Health Check programme - by those eligible[Cumulative]		5372	5739	6617	A range of targeted work around the borough has supported exceeding target and a 15.3% increase from last year's performance.

Key Indicators	2012/13	2013/14	2014/15	2015/16	Comments
Number of new affordable homes acquired [Cumulative]	20	30	50	75	50% increase in the number of affordable homes delivered from 2014/15
Proportion of appropriate people using social care who receive directed payments	13.08%	16.15%	17.76%	22.2%	
Proportion of adults with learning disabilities in paid employment [Quarterly Snapshot]	9.9%	8.9%	7.1%	10.2%	We currently have 48 LD service users recorded as being in paid employment from 470 service users. Against all English Unitary Authorities for 2014/15 the Council is in the upper Quartile Performance for this indicator. (LG Inform 12/04/2016.)
% of Council Tax collected in-year	97.90%	97.1%	96.8%	97.2%	2014/15 England All Unitary Average is 96.62%. Local Council Tax Support Scheme introduced nationally from 01/04/2013, which had a national downward impact on Council Tax collection rates.
% of Non-domestic Rates collected in-year	97.40%	97.5%	97.6%	97.8%	2014/15 England All Unitary Average is 97.21%.
Major planning applications determined within 13 weeks	84.62%	95.92	86.00%	90.90%	England Top Quartile = 88% (2014/15)
Minor planning applications determined within 8 weeks	90.82%	90.41	86.67%	90.77%	England Top Quartile = 81% (2014/15)
Other applications determined within 8 weeks	94.15%	94.40	94.40%	95.48%	England Top Quartile = 90% (2014/15)
Current Rent Arrears as % of rent due			1.77%	1.37%	
% Children in good of outstanding schools [Monthly Snapshot]			77.2%	83.1%	2015/16 outturn above target and significant improvement on previous year's performance

<b>Key Indicators</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>Comments</b>
Number of volunteer hours in delivered within cultural services	11,194	12,251	12,334	18,304	Benchmarking not available
Govmetric measurement of 'satisfied' customers (3 channels – Phones, Face to Face and Web)	88.8%	88.8%	93.2%	91.98%	
Number of payments made online	40,331	50,644	49,926	58,494	Benchmarking not available
Working days lost per FTE due to sickness – excluding school staff	7.85	6.21	6.91	6.99	Local Government Association Workforce Survey shows councils reported a median of 8.4 days lost per FTE employee in 2013/14.

# **Southend-on-Sea Borough Council**

**Report of Corporate Director for Corporate Services  
To**

**Cabinet**

**On  
28 June 2016**

Report prepared by:  
Tim MacGregor – Team Manager, Policy and Information  
Management

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**Overarching Information Management Strategy – 2016  
People; Place; Policy and Resources Scrutiny Committees  
Executive Councillor: Councillor Lamb  
A Part 1 Public Agenda item**

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## **1. Purpose of Report**

- 1.1. To agree the Council's revised Information Management Strategy

## **2. Recommendations**

**It is recommended that:**

- 2.1. Cabinet agrees the Council's Information Management Strategy - set out at Appendix 1.

## **3. Background**

- 3.1 The Council last agreed an Information Management Strategy in October 2013 and the strategy is, therefore, in need of review and updating. While the previous strategy focussed mainly on issues of data security, the revised strategy aims to also place emphasis on how the Council, along with partners and community can make better use of the information it holds, while ensuring best practice in maintaining information security and data protection.
- 3.2 The strategy outlines the current context for information management, including key drivers, and reports on recent progress by the Council in this area. It provides a vision to promote the effective use of information, a set of principles for officers and members to abide by and an action plan to help make the vision a reality. The strategy also highlights forthcoming legislation, in the form of the EU General Data Protection Regulation which will have a significant impact on the data protection framework for all organisations in the UK (including, as advised by the Information Commissioners Office, if there is a 'leave' vote in the European Union referendum).

#### **4. Reasons for Decision.**

Other Options – Not updating the strategy and related action plan could mean the Council's information security and data protection arrangements will not be as robust as required. This could leave the Council vulnerable to malicious use of its information and heavy fines from the Information Commissioners Office.

#### **5 Reasons for Recommendations**

- 5.1 To ensure the Council's information security and data protection policies and practice are as robust as possible and that the Council is making best use of its information.

#### **6 Corporate Implications**

##### **6.1 Contribution to Council's Vision & Corporate Priorities**

The strategy helps to enhance the safety and security of residents and will contribute to all of the Council's Aims and Corporate Priorities by encouraging better and more creative use of the Council's information.

##### **6.2 Financial Implications – none specific**

##### **6.3 Legal Implications**

The Council must ensure that it is compliant with a range of legislation to ensure people's rights are protected. Inappropriate disclosure of data could leave the Council open to legal claims and fines. The collection, use and disclosure of personal information are governed by a number of different areas of legislation, notably:

The Human Rights Act 1998;  
Data Protection Act 1998;  
Freedom of Information Act 2000;  
Environmental Information Regulations 2004;  
Computer Misuse Act 1990;  
The Access to Health records  
Civil Contingencies Act 2004;  
Crime and Disorder Act 1998;  
Children Act 2004

##### **6.4 People Implications - None**

##### **6.5 Property Implications - None**

##### **6.6 Equalities and Diversity Implications**

The Council collects a range of information to help it meet the needs of its customers and staff, including, where relevant, information on those with 'protected characteristics as defined by the Equality Act 2010 (age, disability, gender



reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief, sex, sexual orientation). In line with the Act the Council, each year, publishes a profile of its customers (along with how they rate services) and staff who share protected characteristics. All information is collected and maintained in line with the Data Protection Act, for example, to ensure it is anonymous.

6.7 Risk Assessment

Non-compliance with the law would adversely affect the Council's reputation in the community and reduce public trust and could lead to "incidents" with regulatory penalties and disruption to business continuity.

6.8 Value for Money – none specific

6.9 Community Safety Implications - None specific

6.10 Environmental Impact - None specific

7. **Background Papers - none**

8. **Appendices**

**Appendix 1 – Information Management Strategy**

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# Southend-on-Sea Borough Council

## Overarching Information Management Strategy

June 2016

### Version Control

<b>Date</b>	<b>Version</b>	<b>Author</b>	<b>Owner</b>
26.4.16	Draft	Tim MacGregor	Sally Holland
29.4.16	Draft	Tim MacGregor	Sally Holland
9.5.16	Draft	Tim MacGregor	Sally Holland
12.5.16	Draft for CMT, 18.5.16	Tim MacGregor	Sally Holland
26.5.16	Revised draft following CMT	Tim MacGregor	Sally Holland
15.6.16	Draft for Cabinet, 28.6.16	Tim MacGregor	Sally Holland

# Overarching Information Management Strategy

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## 1. Introduction and purpose

The Council holds and uses a vast range of information in a variety of different formats. The effective management and use of this information is key to ensuring the Council can achieve its vision, aims and priorities. Decision-making, policy development, day-to-day service delivery, and forward planning are all founded on effective use of information, which is also crucial to ensuring the Council's accountability to residents and other stakeholders.

However, increasingly organisations are looking at how they can use the information they hold in far more creative and imaginative ways to improve the customer experience and drive efficiencies. Local authorities across the world have demonstrated that the digitising of services, cross-matching different data sets and using information in different ways is producing new and exciting ways of addressing a range of challenges.

This strategy builds on and replaces the Council's previous Information Management Strategy agreed in 2013. It provides a foundation to help the Council continually improve by promoting better, more creative, use of information, encouraging appropriate sharing and transparency while ensuring data security and compliance with data protection legislation (notably the Data Protection Act 1998 and Freedom of Information Act 2000).

The strategy outlines a vision to promote the effective use of information and principles by which the Council will operate to make the vision a reality. It also highlights impending legislation, which will have a significant impact on how Council information is managed, further areas of work and includes a related action plan for the coming years.

## 2. The Council's vision for information management

The Council's vision for managing Council information is:

*'To create a culture that promotes the creative and innovative use of information to empower residents, enhance efficiency and generate fresh approaches for the Council to achieve its aims. The Council will: ensure personal data is held securely; ensure information is disseminated effectively; be transparent and enabling in its handling of information and operate within the necessary legal framework'.*

## 3. The Council's Information Management Principles

To support the vision, Council officers and Members will adhere to the following principles:

- Hold personal data and information securely and safely;
- Adopt a proportionate, risk based approach to security and information governance, ensuring that controls do not provide a barrier to innovation;
- Promote and apply a transparent approach to the release and provision of information and data, publishing information in a way that is easy to find and in a

format that is easy to re-use;

- Support a collaborative approach to the creation, use and sharing of information, both internally and externally, where this is appropriate and in the interests of local communities and service users;
- Ensure that data is accurate; valid; reliable; timely; relevant and complete and
- Ensure information is stored in a way that it can be found, used and re-used and is available in the event of an interruption to service.

#### 4. Key Drivers

Key issues driving this strategy include:

- Rising customer expectations of the availability and accessibility of information from all organisations, including an intolerance of public services that are not joined up.
- Increasing demands for, and increasing awareness of the need for, security of personal information.
- Digital services, including mobile data devices, are making traditional ways of organising local government obsolete, compelling councils to collaborate more both internally and externally.
- This process is being accelerated by the need to achieve large-scale savings in the short, medium and long term, the drive to integrate health and social care and the Government's devolution agenda.
- The increasing use of 'Big Data' by organisations to improve their effectiveness, through better understanding of customer behaviour and improving business processes, with areas of public health, community safety, community planning and environmental services among those of particular potential benefit for councils.
- The government has been pressing the public sector to share its data under the open government licence (including through the statutory Local Government Transparency Code) which allows data to be copied, adapted or exploited by companies, charities and residents with few limitations.
- The increasing risk of data loss, (heightened by greater sharing and third party hosting of data) through cyber attacks and/or human error and systemic failures - resulting in significant financial and reputational loss.
- The impending EU General Data Protection Regulation (GDPR), due to be in place by 2018, which aims to harmonise the current data protection laws across EU member states.

## 5. Key aims of the strategy

This strategy is designed to:

### 1. Support:

- The Council's vision 'Creating a Better Southend';
- The Council's 5 aims of creating a: Clean; Safe; Healthy; Prosperous borough, led by an Excellent Council;
- The Council's Corporate Priorities;
- The Council's seven values, including: *'Open & honest: we are open, honest and transparent, listening to other's views'*.

### 2. Provide an overarching framework for a series of other policies, procedures and strategies which complement, underpin, and feed into this strategy. These are outlined in Appendix 1.

### 3. Help meet the challenges the Council faces in the coming years, notably:

- Taking an anticipated £30m from the Council's budget over the next 3 years;
- Developing and sustaining new models of service provision to save resources and improve those services;
- Enhance organisational capacity, including supporting the increasing demands on staff, equipping them with the rights skills and tools;
- Meet the increasing demands on services from an aging and increasingly diverse population;
- The need to create a higher value economy to replace or supplement more traditional businesses and
- Developing a compelling vision for Southend's community through the 'Our Town, Our Future' programme of community engagement programme.

### 4. Encourage the development of high quality business intelligence about: service users; the make-up of a changing population; current workforce skills and future requirements and resource availability.

### 5. Highlight areas where the Council needs to further develop policies, procedures and areas for further training and development.

### 6. Help raise levels of understanding about the need for effective and secure information management.

### 7. Agree the Council's key actions in implementing the strategy.

## 6. Background and context

The Council is transforming the way it operates to meet the challenges and opportunities outlined above.

Information in all its forms is a critical resource for any organisation. It is increasingly recognised as one that is under-exploited and has huge potential for the public sector. While good information management has long been recognised as important, this has often been in the context of the need for robust security and governance. This has included ensuring comprehensive policies and processes are in place in relation to data protection, ICT security, records management, document retention and disposal policies.

The Council, therefore, needs to move information management from predominantly being about compliance to also being about effective and innovative use of information. Advances in technology together with the better use of data held by public authorities offer exciting opportunities to gain better insight into issues that anticipate future demand and informs the development of new policies and services. More data enabled collaboration between public authorities can help ensure citizens receive the services they require, help early intervention to prevent greater costs later, better manage resources and support efforts to reduce fraud and debt.

### **6.1 Recent progress by the Council in promoting good information management has included:**

- A comprehensive set of data protection policies and procedures – available on the council's intranet;
- Significant streamlining of information management systems following the refurbishment of the civic centre;
- Undertaking regular, extensive, data protection training for staff (with 90% of staff completing the data protection e-learning tool);
- Regular communication relating to raising awareness of the importance of data protection among staff;
- Successfully complying with the requirements of the Information Governance toolkit self-assessment to enable the sharing of health and other personal data (the Council has scored Level 3, the highest possible, from the first year of completion in 2013);
- Being a signatory to the Whole Essex Information Sharing Framework (WEISF) designed to enable public, third sector and contracted private organisations across Essex to 'share relevant, minimum and appropriate personal information between them in a lawful, safe and informed way';
- Bringing adults and children's services together, with an integrated data team, is, along with an integrated commissioning team, enabling the combination of different systems and a more holistic analysis of matched data. This has already impacted positively on data quality and better intelligence for commissioned services.
- Obtaining pioneer status in creating new models for integrating NHS and social care services, feeding into the Better Care Fund. This has specifically focussed on tackling issues of information sharing between partner organisations, with a view to enabling single, comprehensive datasets for the purpose of risk stratification and commissioning, all aligned to single packages of care to encapsulate patient/client needs;
- Updating the Council's Information Centre and Publication Scheme to provide regularly requested information in a more accessible and up to date way – helping to reduce the number of Freedom of Information requests;
- The Council undertakes work to ensure it is meeting the needs of the Local Government Transparency Code.



- An ICT security strategy has been put in place with a complementary cyber security self-assessment undertaken to identify future action;
- A digital strategy is in place to vastly improve the borough's connectivity and
- Work has begun on delivery of a new 'state of the art' Data Centre ensuring data is stored securely and is capable of being recovered in the event of a disaster.

### **Freedom of Information (Fol) and Subject Access Requests (SAR)**

This progress has been at a time of processing significant numbers of requests for information, notably Freedom of Information requests, Subject Access Requests (SARs) and 'Section 29' third party requests. The desire for more information from the public and other interested parties is shown by the growth of Fol requests in recent years.

2007/8	08/9	09/10	10/11	11/12	12/13	13/14	14/15	15/16
214	297	444	475	647	643	1052	1082	1101

Given the cost of responding to an Fol (some estimates put this at an average of £160 each) the Council has an incentive to ensure that these requests are minimised, or made easy to respond to by ensuring commonly requested information is available on the Council's website, via the Publication Scheme, or other means. The number of SARs has also increased (as outlined below) with growing awareness of the process.

2011-12	2012-13	2013-14	2014-15	2015-16
113	93	160	180	164

The range of work being undertaken was recognised in the successful Information Commissioners Office Audit in 2012 (with a rating of 'reasonable assurance') and the Council being used as a reference authority, in relation to SARs, by the ICO.

However, given the size and nature of the Council, the risk of data breaches through human or systemic error is relatively high. All efforts are made to limit the number of breaches, and raising staff awareness on the issues is critical to mitigating the risk. It should also be recognised that there is a likelihood of increased reporting of breaches as awareness of the need to report incidents grows.

### **6.2 Sources of information**

The Council has a large range of information sources, with a rich seam of data and a huge number of potential uses. Some of the main systems include: Mosaic 'geo-demographic segmentation' system; Govmetric customer satisfaction feedback; Caretrak social care and patient data sets; Care 1<sup>st</sup>; Capita One schools and Special Educational Needs, Integrated Youth Support Service; Planning and geographic systems such as Ark GIS mapping; local level property gazetteer (LLPG); housing and employment land monitoring; Uniform planning system; Annual health profiles Symology Highways asset register (condition reports – incidence of flooding etc.); Council Tax and other benefits; births, marriages and deaths data.

Information held in these systems could be invaluable to other service areas and more creative means of achieving this while adhering to the Data Protection Act should be pursued.

The Council also has access to external systems that hold information on the borough and Council. These include: LG Inform and LGInform Plus, borough and ward based performance data; Cipfa stats: providing information on corporate and service specific financial and performance data, helping to assess the value for money; Office for National Statistics demographic data; Nomis (workforce data), DoH 'Finger tips' (public health outcomes framework); POPPI & PANSI (adult and older people projections).

## **7. The future:**

### **7.1 Channel shift and Digital City revolution**

It is recognised that a step change is required in the need for, and use of, intelligence about communities and people in Southend to enable better targeting and tailoring of Council services. This will be aided by the drive for the 'channel shift' of customers away from face to face and phone contact with the Council to 'self-serve', primarily through the My Southend, Citizens Account, so that by 2019/20, 90% of interactions with the council will be online. Currently enabling residents and businesses to manage their Council Tax, Business Rates account, housing benefit and Council Tax Reduction claims and landlord accounts on-line, MY Southend aims to expand its offer to most Council services, with 'place based' services such as waste collection, public protection, highways and parking due next.

In addition, the Council is embarking on an ambitious programme of introducing new digital infrastructure across the borough with pure fibre connection providing super-fast connectivity for Council buildings, schools, businesses and homes. The Council's Digital Strategy outlines how improved connectivity, offering Gigabit speed, will not only help to better drive Council services and reduce costs, but will also provide opportunities 'for energy saving, carbon reduction, citizen focus, innovation and sustainable growth' for its residents and businesses.

2016/17, will see the re-provision of the Council's core infrastructure (the 'Wider Area Network' and 'Local Area Network'), the deployment of wireless and small cell (3G and 4G) units across the borough. In addition to increased connectivity, this work will produce a revenue stream from street furniture leasing, integrating the deployment with the street light / column replacement programme including the use of the Central Management System (CMS) with the wider council infrastructure to provide the basis for a 'Smart City'. Sensors located in street furniture, including street light columns, will provide a wealth of information, particularly in relation to energy efficiency; CCTV (Intelligence Hub); noise detection; movement detection (providing footfall/traffic data); air pollution; independent living enablement and smart metering enablement.

### **7.2 Big Data**

Councils are often said to be sitting on 'an untapped goldmine' of data which could offer valuable insight into understanding the needs of its residents by matching data sets across service areas. Joining up public sector data sources can make public services more efficient, save money, improve service outcomes, tackle crime (particularly identify fraud) and help public bodies better serve their citizens. Police forces are using data to undertake predictive modelling on how best to deploy resources, transport authorities use data to change driver behaviour and London and New York city governments have pioneered new approaches to

using data, including promoting fire prevention and recycling . UK Councils have used a big data platform notably to help tackle debt collection, illegal subletting and fraud, but the potential for extending its use is considerable and could, for example, include helping social workers make better decisions about when and how to intervene.

To make best use of the data requires systems that can talk to each other, the right skills and resources to undertake analysis and a framework for the Council to develop its approach. Local academic institutions, particularly the University of Essex and Anglia Ruskin University, are keen to engage with local authorities to undertake analysis of data and partnerships with these institutions and others could prove mutually very productive.

### **7.3 Open Data**

A further route to help address these issues is to make more Council information and data freely available, with a view to reuse and redistribution. Such information would need to adhere to data protection requirements and making it available would require careful consideration of risks around data quality, potential for mis-use, along with any commercial and financial sensitivities. However, providing data for others, including academics, charities and public, may provide some interesting findings and new policy options that may not otherwise have been considered. This would mean going beyond the requirements of the Local Government Transparency Code.

### **7.4 Cyber Security**

The risk of theft, damage to, or misuse of, hardware, software and the information on IT systems is growing year on year as criminals become more creative in ways to steal or cause harm. This risk will only grow as more business processes are hosted on a variety of platforms including smart, mobile devices, and a range of different networks. The Council has undertaken a review of the vulnerability of the Council to future cyber-attack and has a strategy in place to address this with identified action for the coming years.

## **8. EU General Data Protection Regulation (GDPR)**

This GDPR, due to enforced from 2018, is the most significant change in data protection legislation in the past 20 years. It is designed to create a uniform approach to data protection across Europe while empowering citizens and enhancing economic growth by removing barriers that restrict data flows. However, it poses significant challenges to local authorities in meeting their desired information management needs

Key measures, which the Council will need to address include:

- Obligations on data controllers to demonstrate compliance, including requiring them to: maintain certain documentation; conduct DP impact assessments for more risky processing and implement data protection by design and default;
- Data subjects must freely give their consent to processing of their personal data. Consent for sensitive data must be 'explicit';
- Data Protection Authorities (the ICO in the UK) can impose fine of up to 4% of annual turnover;

- Abolition of the £10 data SAR fee is likely to see an increase in the number of SARs received by the Council and the timeline for processing a request will be a month rather than the current 40 days;
- Data controllers must notify most data breaches to the ICO ‘without undue delay’ and, where feasible, within 72 hours of awareness and, in some cases, the data controller must also notify the affected data subjects, without undue delay;
- Data processors will have direct obligations. This includes implementing technical and organisational measures and appointing a Data Protection Officer (DPO), with ‘sufficient expert knowledge’ and
- A ‘right to be forgotten’ where individuals can require the removal of their personal data without undue delay by the data controller in certain situations;

It should be noted that, in practice, a company outside the EU which is targeting consumers in the EU will also be subject to the GDPR.

In addition, issues relating to ‘the EU-US Privacy Shield safe harbour’, whereby a European citizen’s personal data being processed by a US company on US-based computers is under the same protections as if it were still in Europe on a European-owned system, are still to be resolved.

The regulation will, therefore, require a review of the Council’s current data protection policy and practice, particularly in relation to the area of data subject consent and content of existing privacy notices.

## **9. Governance arrangements**

- The Corporate lead for Information Management will be provided by the Senior Information Risk Owner (SIRO), Corporate Director for Corporate Services.
- Co-ordination of the strategy and action plan will be provided by the Team Manager – Policy & Information Management, supported by the Data Governance Advisor – Policy, Engagement & Communication. This will include identifying any gaps and liaising with information management project leads.
- Monitoring of and refresh of the strategy and action plan will be overseen by the Information Management Group, whose membership will include: Corporate Director for Corporate Services; Head of Customer Services; Head of Legal and Democratic Services; Head of Children’s Services; Team Manager, Policy & Information Management; Data Governance Advisor.
- Reports will be provided to Corporate Management Team and Good Governance Group as necessary and appropriate.

### **9.1 Role and responsibilities of the SIRO**

The SIRO takes overall ownership of the Council’s information management framework and has specific responsibility to:

- Ensure an effective Information Governance Framework is in place;
- Ensure compliance with regulatory, statutory and organisational information security policies and standards;
- Ensure that identified information threats and vulnerabilities are followed up for risk mitigation, and that perceived or actual information incidents are managed in accordance with Council’s risk management framework;

- Act as the champion for information risk within the Council;
- Establish a reporting and learning culture to enable the Council to understand where issues exist and develop strategies, policies, procedures and awareness campaigns, to prevent problems occurring in the future;
- Ensure all staff are aware of the necessity for information assurance and of the risks affecting the Council's information;
- Ensure an annual SIRO report on Information Governance is presented to Members;
- Provide leadership for Information Asset Owners (IAOs) of the Council through effective networking, sharing of relevant experience, provision of training and creation of information risk reporting structures;
- Identify business critical information assets and set objectives, priorities and plans to maximise the use of information as a business asset;
- Establish and maintain an appropriate risk appetite with proportionate risk boundaries and tolerances for the use of Council information.

### **9.2 The Chief Privacy Officers**

The Chief Privacy Officers (Data Controllers), the Head of Legal and Democratic and Head of Customer Services oversee all on-going activities related to the development, maintenance of, and adherence to the Data Protection Act 1998. This includes all policies and procedures related to the processing of, and access to personal data in compliance with the Data Protection Act 1998

### **9.3 Caldicot Guardians**

The Head of Children's Services acts as the Council's Caldicot Guardians. [The 1997 Review of the Uses of Patient-Identifiable Information, Chaired by Fiona Caldicott set out six Caldicott Principles on information governance as well as requiring the appointment of Caldicott Guardians].

### **9.4 Information Asset Owners**

The Information Asset Register (IAR) is a mechanism for understanding and managing an organisation's information assets and the risks to them. It is a register of information or collection of information, held electronically or in hard copy.

Each asset should have an owner who is responsible for making sure the asset is meeting its requirements (the IAO), and that risks and opportunities are monitored. The Senior Information Risk Owner has overall responsibility for the IAR with Group Managers acting as Information Asset Owners

Addressing the issues outlined above will help increase the effectiveness of the organisation in making robust evidence based decisions and support the provision of information and data to our customers and partners.

Appendix 2 sets out the high level information management governance arrangements.

## 10. Areas identified for further development:

To help achieve the desired vision and meet the challenges outlined, areas for further work have been identified, including:

- Review and update the current suite of policies and procedures, many of which require review to ensure they are up to date and relevant to ever changing circumstances. In particular, the Council needs to ensure it has up to date policies and practice to withstand a cyber-attack and deal with 'disaster recovery'.
- Increasingly systems are hosted by third party organisations. Any data that is handled or processed on behalf of the Council by contracted third parties remains the responsibility of the Council. An on-going assessment of information security is, therefore, required to assess the adequacy of security controls for all applications/systems/projects/services that host or process SBC data, prior to systems going live, after a major change or at regular intervals.

It is essential, that where suppliers/contractors are handling personal information on behalf of the Council, the Council ensures the same standards in handling information as it has for itself. This includes ensuring all contracts include appropriate information security arrangements - with, for example, appropriate non-disclosure agreements, information security policies and relevant data protection clauses.

- Enhance the levels of understanding by staff of their requirements and the potential for the effective management of information so that security is at the heart of the day-to-day activities and aligned to the business objectives. This includes enhanced use of Privacy Impact Assessments for all projects involving the use of personal information.
- Continue the streamlining of ICT and remaining paper based records management systems, including reducing levels of information stored locally, on personal drives, which could otherwise create a barrier to sharing and collaborating.
- Encourage mechanisms for enabling greater awareness of the potential for the creative use of sharing of, information and data across the Council, with other organisations, including academic institutions and the wider public, including learning from best practice and further development of predictive modelling methodology.

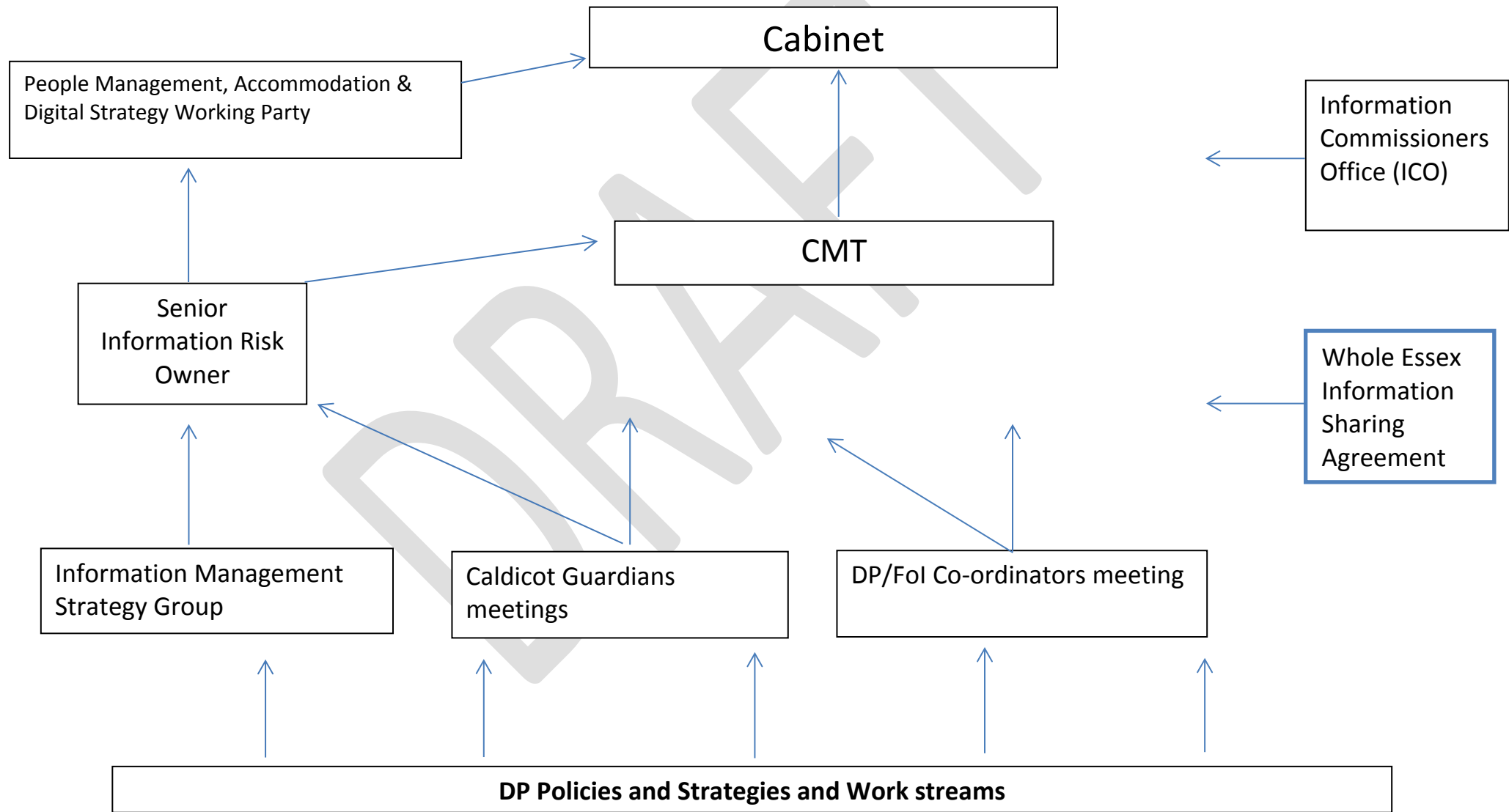
These areas are addressed in Information Management Strategy action plan (Appendix 3), which will feed into and complement the Council's 'Do the Right Thing' programme of support and development for Council managers.

## Appendix 1

### Key Council Policies, Strategies and Procedures relating to information management

- The Digital Strategy, 2014-18 – ‘A Digital Vision’
- Data Protection Policy
- Breach Management Policy
- Incident and breach management procedures
- The Council’s Web strategy
- The Whole Essex Information Sharing Protocol
- Records Management Policy
- Document Retention and Disposal policy and Guidance
- ICT Security policy
- Disaster Recovery policy and process
- Home working and flexible working policies
- Confidential Waste Policy
- Information Asset Register
- Social Media Strategy
- Project management guidance
- Contract procedure rules and procurement guidance
- Joint Strategic Needs Assessment (JSNA)
- Business Continuity Plan/s
- Council’s Publication Scheme
- Council’s Freedom of Information policy and procedure

# Southend Council Information Management Governance





**Information Management Strategy 2016 - Key actions:****Appendix 3**

No.	Action	Objective	Target Completion Date	Responsibility
1	Undertake preparatory work to implement the General Data Protection Regulation, to ensure the Council is appropriately prepared by 2018 (GDPR),	Ensure the Council is compliant with the regulation and is able to use it to best effect.	April 2018	Team Manager – Policy & Information Management
2	Data Protection (DP) – Ensure a comprehensive DP action plan is in place and is reviewed on a regular basis.	Ensure the current action plan is up to date and provides an overview of the actions required to be undertaken in relation to DP and security.	On-going	Team Manager – Policy & Information Management
3	Ensure all contract managers take data governance arrangements into account when letting contracts, with contracts explicitly addressing the data security and sharing issues required.	Ensure all third parties delivering services on behalf of the Council have appropriate information security and management arrangements in place. This is likely to require standard wording for contracts and implementation of Privacy Impact Assessments.	Dec 2016	Data Governance Advisor/ Group Manager Procurement
4	Raise the awareness for the requirement to undertake Privacy Impact Assessments (PIAs) and Data Protection by Design for all Council projects involving the holding of personal data.	Ensure all projects requiring the holding of personal information undertake a Privacy Impact Assessment.  It is also good practice to adopt a Privacy by Design approach and to carry out a PIA as part of this. This encourages a data minimisation approach.	Mar 17 and on-going	Data Governance Advisor
5	Review, update and implement the Council's Document Retention and Disposal Policy	Ensure the Council is legally compliant and that data quality is as good as possible.	Sept 2016	Data Governance Advisor/ All service managers

Appendix 1 - Cabinet (28.6.16)

No.	Action	Objective	Target Completion Date	Responsibility
6	Ensure compliance with the Local Government Transparency Code	Ensure the Council is legally compliant and providing information in a way that can be used innovatively by others.	On-going	GM – Policy, Engagement & Communication
7	Creative use of information	Develop a framework for enabling the more creative use of Council information, including the Council’s approach to ‘Big Data’ and enlisting the support of third parties, such as local universities, to help facilitate this.	March 2017	Information Management Group
8	Undertake a data mapping exercise to identify all personal / sensitive information transfers and update records, including Information Asset Registers to ensure additional or changed transfers are identified	Help to ensure there is a common understanding of what information is available across the organisation and, help protect information in transfer.	Sept 2016	Data Governance Advisor
8	Develop an updated communications plan for disseminating this strategy and data protection requirements generally across the Council.	Staff take responsibility for customers’ information needs and security. They understand the broad possibilities in using information to add value and effectiveness to their service as well as the risks of not doing so.	On-going	Data Governance Advisor
9	Undertake regular data protection awareness raising and training for members.	Ensure members are aware of their legal obligations in appropriately holding and using personal data	On-going	Head of Legal & Democratic Services
10	Data Sharing – continue to promote appropriate data sharing with partner organisations in line with the Whole Essex Information Sharing Agreement	Enable effective sharing of information between partnership organisations and ensure the requirements in sharing information is made explicit	On-going	Group Manager – Policy, Engagement & Communication

## Appendix 1 - Cabinet (28.6.16)

No.	Action	Objective	Target Completion Date	Responsibility
		managers responsibilities.		
11	ICT Security – Ensure a framework of ICT security policies and procedures are in place covering the governance of security of people, information, assets and systems. The framework is monitored, enforced, audited and reported to ...	Ensure the Council is able to resist a cyber-attack, minimise the risk of data breaches and ensure it is legally compliant	Mar 2017	Head of Customer Services/ Group Manager ICT
12	Cyber Security – Implement the Cyber Security action plan.	Put in place precautionary measures to prevent cyber security attacks on the Council and cyber fraud	Mar 2017 and on-going	Head of Customer Services/ Group Manager ICT
13	ICT Disaster Recovery – Implement the revised disaster recovery strategy, putting in place a hybrid cloud solution enabling active sharing of data with Thurrock Council	Ensure data can be used in the event of a catastrophic failure of the council's ICT systems.	Mar 2017 and on-going	Head of Customer Services/ Group Manager ICT
14	Complete the installation of the new Data Centre and the Civic Centre	Ensure data is stored securely and is capable of being recovered in the event of service interruption		Head of Customer Services
15	Digital Strategy - Implement the Council's Digital Strategy action plan	To provide the foundations for developing Southend as a Smart City, putting in place the required digital infrastructure to provide super-fast connectivity for residents, businesses and other stakeholders.	Mar 2017 and on-going	Head of Customer Services
16	Smart City – Develop the borough's Smart City strategy, building on the	To make Southend a place where the quality of life and local economy is improved, while reducing the	Mar 2017	Head of Customer Services

Appendix 1 - Cabinet (28.6.16)

No.	Action	Objective	Target Completion Date	Responsibility
	Council's Digital Stratgy.	impact on the environment. Intelligence and insight are combined enabling services to be redesigned to meet a shared understanding of need. Citizens can take an active part in local decision making.	and on-going	
17	Continue the drive to remove or archive remaining paper information across Council offices.	Review current processes and change operational methods to help make remaining paper records appropriately digitised.	On-going	Corporate Director, Corporate Services
18	Ensure the Joint Strategic Needs Assessment is complete, updated regularly and available online.	Provide an evidence base for the current and future health and well-being needs of local people which will inform and guide the commissioning of health, well-being and social care services	On-going	Director of Public Health
19	IG Toolkit: Ensure recommendations from the IG Toolkit audit are implemented. Incl. Data mapping exercise to identify all Personal / Sensitive information transfers and update records to ensure additional or changed transfers are identified	Enables the Council to demonstrate that it is legally compliant and can be trusted to maintain the confidentiality and security of personal information. Enables the sharing of sensitive personal information, meaning the Council's public health and social care requirements, in particular, can be undertaken.	Mar 2017	Data Governance Advisor
20	Information Asset Register: ensure the register is maintained and up to date and available on the Council's intranet site	Provides a comprehensive list of information management systems and where the Council's data lives. It will also provide a basic form of classification for the data.	On-going	Data Governance Advisor
21	Further examine the intake of Fols for recent years to identify common themes which could pre-empt further requests/ make responses easier	To reduce the number of Fols received by the Council and make responses easier to deal with.	On-going	Senior Knowledge and Information Advisor

Appendx 1 - Cabinet (28.6.16)

No.	Action	Objective	Target Completion Date	Responsibility
22	Establish an information and data cross departmental officer community of practice	Help identify current data sources, improve the use of information and identify and disseminate good practice.	Sept 2016	Team Manager – Policy & Information Management
23	Review 'Section 29' requests	Ensure appropriate signposting of 'Section 29' requests made by the Police to ensure they are responded to promptly	Oct 2016	Caldicot Guardian & Data Governance Advisor

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# Southend-on-Sea Borough Council

Report of Corporate Director for Corporate Services  
to  
**Cabinet**  
on  
28<sup>th</sup> June 2016

Agenda  
Item No.

Report prepared by: Joe Chesterton  
Head of Finance and Resources

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**Annual Treasury Management Report – 2015/16**  
**Policy and Resources Scrutiny Committee**  
**Executive Councillor: Councillor Moring**  
***A Part 1 Public Agenda Item***

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**1. Purpose of Report**

- 1.1 The Annual Treasury Management Report covers the treasury activity for the period from April 2015 to March 2016, and reviews performance against the Prudential Indicators for 2015/16.

**2. Recommendation**

**That Cabinet;**

- 2.1 **Approves the Annual Treasury Management Report for 2015/16 and the outturn Prudential Indicators for the period from April 2015 to March 2016.**
- 2.2 **Notes that the financing of capital expenditure of £37.850m has been funded in accordance with the schedule set out in Table 1 of section 4, with a reduced financing requirement of £1.287m.**
- 2.3 **Notes that Capital Financing and Treasury Management were carried out in accordance with statutory requirements, good practice and in compliance with the CIPFA (The Chartered Institute of Public Finance and Accountancy) Prudential Code during 2015/16.**
- 2.4 **Notes the following in respect of the return on investment and borrowing;**
- **The loan and investment portfolios were actively managed to minimise cost and maximise interest earned, whilst maintaining a low level of risk.**
  - **£1.22m of interest was earned during the whole of 2015/16 at an average rate of 1.27%. This is 0.91% over the benchmark of the 7 day LIBID (London Interbank Bid Rate) and 0.77% over bank base rate.**

- **An average of £60.6m of investments were managed in-house. These earned £0.40m of interest during the year at an average rate of 0.65%. This is 0.29% over the average 7 day LIBID and 0.15% over the bank base rate.**
- **An average of £24.1m of investments were managed by our external fund manager. These earned £0.18m of interest during the year at an average rate of 0.76%. This is 0.40% over the average 7 day LIBID and 0.26% over bank base rate.**
- **An average of £10.7m was managed by two property fund managers. This earned £0.64m during the year from a combination of an increase in the value of the units and income distribution, giving a combined return of 5.95%.**
- **The level of borrowing from the Public Works Loan Board (PWLB) (excluding debt relating to services transferred from Essex County Council on 1<sup>st</sup> April 1998) decreased from £237.8m to £227.8m (Housing Revenue Account (HRA): £78.0m, General Fund (GF): £149.8m) by the end of 2015/16.**
- **The level of financing for ‘invest to save’ schemes increased from £0.14m to £3.21m by the end of 2015/16.**

### **3. Background**

- 3.1 The CIPFA Prudential Code requires the Council to set Prudential Indicators for its capital expenditure and treasury management activities and to report on them after the end of the financial year.
- 3.2 This Council has adopted the ‘CIPFA Code of Practice for Treasury Management in the Public Sector’ and operates its treasury management service in compliance with this Code. The Code requires the reporting of treasury management activities to:
- Review actual activity for the preceding year (this report) ; and
  - Forecast the likely activity for the forthcoming year (in the Treasury Management and Prudential Indicators Report in February).
- 3.3 The Prudential Code is the key element in the system of capital finance that was introduced from 1<sup>st</sup> April 2004 as set out in the Local Government Act 2003. The Code has been developed to support Local Authorities in taking capital investment decisions and to ensure that these decisions are supported by a framework which ensures prudence, affordability and sustainability.
- 3.4 To demonstrate compliance with these objectives of prudence, affordability and sustainability each local authority is required to produce a set of prudential indicators and to update these annually as part of setting the Council’s budget.



#### 4. Prudential Indicators

4.1 Appendix A provides a schedule of the prudential indicators.

#### 4.2 Capital Expenditure

The first of these is the amount of capital expenditure in the year on long term assets. The table below shows this and the ways it has been financed.

Table 1: Capital Expenditure and Financing

	<b>2015/16 Revised Budget £000s</b>	<b>2015/16 Actual £000s</b>	<b>2015/16 Variance £000s</b>
Total Capital Expenditure	39,137	37,850	(1,287)
Financed by:			
Borrowing – internal	10,122	10,201	79
Invest to Save Financing	2,254	2,350	96
Capital Receipts	291	441	150
Capital Grants Utilised	17,450	15,058	(2,392)
Major Repairs Reserve	7,494	7,021	(473)
Other Revenue/ Capital Reserve Contributions	855	1,210	355
Other Contributions	671	1,569	898
Total Financing	39,137	37,850	(1,287)

Under self-financing, there is currently an absolute cap on the amount that the Housing Revenue Account (HRA) can borrow, be it actual external borrowing or notional internal borrowing. For Southend that cap is £102.159m. As at 31 March 2016, actual borrowing by the HRA was £98.740m, comprising £78.011m external borrowing and £20.729m internal borrowing. This means that there is now only £3.419m “headroom” for new borrowing to finance capital spend within the HRA.

The HRA can also finance its capital spend from the major repairs reserve (which itself is generated from the depreciation charge to the HRA), from grants and directly from the HRA by way of revenue contributions to capital.

The available borrowing headroom is a permissory amount, and as such could be changed by Government regulation at a future date, whereas the Council has much more control over actual monetary amounts set aside for capital such as the major repairs reserve.

#### 4.3 Capital Financing Requirement (CFR)

The Council's underlying need to borrow is called the Capital Financing Requirement (CFR). This figure is a measure of the Council's debt position and represents capital expenditure up to the end of 2015/16 which has not yet been charged to revenue. The process of charging the capital expenditure to revenue is a statutory requirement and is done by means of the Minimum Revenue Provision (MRP). The Council's CFR is shown in table 2 and is a key prudential indicator.

Table 2: Capital Financing Requirement (CFR)

	<b>31st March 2016 Revised Budget £000s</b>	<b>31st March 2016 Actual £000s</b>
Balance 1st April 2015	283,646	283,646
Plus: capital expenditure financed by borrowing (internal and invest to save financing)	12,376	12,551
Plus: fixed assets subject to finance leases	98	-
Less: Minimum Revenue Provision	(7,751)	(3,781)
Less: Capital Receipts used to repay borrowing	0	(3,900)
Balance 31st March 2016	288,369	288,516

The CFR is the Council's theoretical need to borrow but the Section 151 Officer can manage the Council's actual borrowing position by either borrowing to the CFR, choosing to use temporary cash flow funds instead of borrowing (internal borrowing) or borrowing for future increases in the CFR (borrowing in advance of need). The Section 151 Officer currently manages the Council's actual borrowing position in the second of the above CFR scenarios.

#### 4.4 Treasury Position on Borrowing and Investments

The overall treasury position at 31 March 2016 compared with the previous year is set out in the table on the next page.

Table 3: Treasury Position

	31 March 2016 Revised Budget	31 March 2016 Actual	
	Principal £000s	Principal £000s	Average Rate (%)
Total Debt# (excluding ECC transferred debt)	255,554	246,028	4.46
Total Investments (including schools cash)	87,135	94,242	1.27
Net Borrowing	168,419	151,786	

# This includes PWLB borrowing of £227.816m with the balance being invest to save financing, short term borrowing for cash flow purposes and finance leases (as these are credit arrangements).

In order to ensure that borrowing levels are prudent over the medium term, the Council's external borrowing, net of investments, must only be for a capital purpose. Net borrowing should not therefore, except in the short term, exceed the CFR for 2015/16 plus the expected changes to the CFR over 2016/17 and 2017/18. The table below shows that the Council has complied with this requirement.

Table 4: CFR compared to Net Borrowing Position

	31 March 2016 Revised Budget £000s	31 March 2016 Actual £000s
Net borrowing position	168,419	151,786
Estimated Capital Financing Requirement at 31 March 2018		324,503

#### 4.5 Authorised Limit, Operational Boundary and Ratio of Financing Costs

In addition to ensuring that the net borrowing position is lower than the CFR, the Council is required to set gross borrowing limits. These are detailed on the next page with the actual positions during the year.

Table 5: Borrowing limits

	2015/16 (£000s)
Authorised Limit	270,000
Operational Boundary	260,000
Maximum gross borrowing position during the year	250,236
Financing costs as a proportion of net revenue stream	8.84%

The Authorised Limit is the “Affordable Borrowing Limit” required by the Local Government Act 2003. This is the outer boundary of the Council’s borrowing based on a realistic assessment of the risks. The table above demonstrates that during 2015/16 the Council has maintained gross borrowing within its Authorised Limit.

The Operational Boundary is the expected borrowing position of the Council during the year, and periods where the actual position is either below or over the Boundary are acceptable subject to the Authorised Limit not being breached. The Council has maintained borrowing within the boundary throughout 2015/16.

The indicator “financing costs as a proportion of net revenue stream” identifies the cost of capital (borrowing costs net of investment income) as a proportion of the Council’s total budget. For the General Fund the actual figure in 2015/16 was 8.84%.

#### 4.6 Incremental impact of capital investment decisions

This indicator identifies the budgetary requirements arising from the proposed changes to the capital programme and calculates the impact on the Band D council tax that would result. The actual figure in 2015/16 was +£1.02 and results from the required financing of the approved capital programme.

#### 4.7 Maturity structure of fixed rate borrowing (against maximum position)

The table on the next page shows the upper limits for which the Council delegates its length of borrowing decisions to the Head of Finance and Resources/Section 151 Officer in 2015/16 and the actual maturity structure of the fixed rate borrowing as at 31<sup>st</sup> March 2016.

Table 6: Maturity Structure of Fixed Rate Borrowing

	Upper limit %	Outstanding fixed rate debt maturity at 31 <sup>st</sup> March 2016 %
Under 12 months	20	-
12 months and within 24 months	30	-
24 months and within 5 years	40	3
5 years and within 10 years	60	5
10 years and within 20 years	100	56
20 years and within 30 years	100	22
30 years and above	80	14

The percentages in each category for the upper limits do not add up to 100% as they do not represent an actual allocation.

## 5. Treasury Management Strategy

- 5.1 During 2015/16 the Council complied with all of the relevant statutory and regulatory requirements which limit the levels of risk associated with its treasury management activities. In particular its adoption and implementation of the Code of Practice for Treasury Management means its treasury practices demonstrate a low risk approach.
- 5.2 The Council is aware of the risks of passive management of the treasury portfolio and has taken steps to improve the proactive management of the debt and investments over the year with the support of its treasury management advisers.
- 5.3 Shorter-term variable rates and likely future movements in these rates predominantly determine the Council's in-house investment return. These returns can therefore be volatile and, whilst the risk of loss of principal is minimised through the annual investment strategy, accurately forecasting future returns can be difficult.
- 5.4 UK interest rates continued to be low throughout 2015/16. The base rate stayed at its historically low rate of 0.5% throughout the year. With on-going concerns over counterparty risk since the banking crisis and the uncertainty in the financial markets about the timing of future rises in interest rates, investments have been mainly placed in instant access accounts or at 100 days' notice at most. However, as part of the active management of the portfolio and in line with our investment strategy, monies were also placed in a 9 month fixed term deposit.

5.5 Long term interest rates from the Public Works Loans Board (PWLB) fluctuated throughout 2015/16 in response to economic events: 10 year PWLB rates between 2.15% and 3.10%; 25 year PWLB rates between 2.98% and 3.67% and 50 year PWLB rates between 2.81% and 3.58%. These rates are after the PWLB 'certainty rate' discount of 0.20%.

5.6 Revisions to the 2015/16 Annual Investment Strategy were approved at the Cabinet meeting of 23 June 2015 and are outlined below:

- A counterparty will be considered for investment if it meets the ratings criteria of at least one of the ratings agencies rather than the lowest rating of all three agencies being taken;
- The credit ratings matrix was amended in light of the regulatory changes;
- With the Lloyds Banking Group no longer considered as part nationalised for the purposes of the credit ratings matrix and as no material changes are expected to the level of Government ownership of the Royal Bank of Scotland Group for some time, the maximum length of investment for part nationalised banks was set at two years.

The revisions were discussed with our Treasury Management advisers to ensure that the strategy remains a workable and practical document.

5.7 Revisions to the 2015/16 Minimum Revenue Provision (MRP) Policy were approved at the Cabinet meeting of 15 March 2016 and are outlined below:

- to set out that under the regulations capital receipts may be used to repay the principal of any amount borrowed and that if capital receipts are utilised to repay debt in year, the value of MRP chargeable will be reduced by the value of the receipts utilised;
- to set out that the Department of Communities and Local Government (DCLG) guidance specifies that MRP would not have to be charged until an asset came into service and would begin in the financial year following the one in which the asset became operational.

## 6. Borrowing

### PWLB and short term borrowing

6.1 The table below summarises the PWLB borrowing activities during the financial year 2015/16:

Table 7: PWLB borrowing

Quarter	Borrowing at beginning of quarter (£m)	New Borrowing (£m)	Re-financing (£m)	Borrowing repaid (£m)	Borrowing at end of quarter (£m)
April to June 2015	237.8	0	0	(0)	237.8
July to September 2015	237.8	0	0	(0)	237.8
October to December 2015	237.8	0	0	(10)	227.8
January to March 2016	227.8	0	0	(0)	227.8

All PWLB debt held is repayable on maturity. No new PWLB loans were taken out during the year.

6.2 The Council's outstanding PWLB borrowing as at 31<sup>st</sup> March 2016 was:

- Southend-on-Sea Borough Council £227.816m\*
- ECC transferred debt £13.145m

\* £149.8m General Fund and £78.0m Housing Revenue Account.

6.3 Repayments in 2015/16 were:

- Southend-on-Sea Borough Council £10.0m
- ECC transferred debt £0.66m

6.4 Outstanding debt relating to services transferred from Essex County Council (ECC) on 1<sup>st</sup> April 1998, remains under the management of ECC. Southend Borough Council reimburses the debt costs incurred by the County. The debt is recognised as a deferred liability on our balance sheet.

- 6.5 The table below summarises our PWLB borrowing position as at the end of 2015/16:

Table 8: Debt position

	31 March 2016		31 March 2015	
	Principal (£000s)	Average Rate (%)	Principal (£000s)	Average Rate (%)
-PWLB – Fixed	227,816*	4.56	237,816	4.53
-ECC Transferred Debt	13,145	2.50	13,807	2.48

\* £149.8m General Fund and £78.0m Housing Revenue Account.

- 6.6 Some of the Council's borrowings are at a higher interest rate than the current rate of borrowing. To redeem these loans before their maturity date (i.e. to redeem them early) the Council would be required to pay a premium (this is like paying to redeem a mortgage early except the amount of the penalty depends on the prevailing rate of interest). New loans could then be taken out at the current rate.
- 6.7 In November 2007 the PWLB changed its structure of interest rates so that any early repayment of PWLB debt has a higher repayment rate applied. Then in October 2010, as part of the Spending Review interest rates for PWLB borrowing were increased by 1%. No PWLB restructuring was carried out in 2015/16 due to the higher cost of PWLB repayments making it uneconomical and giving no benefit to the Council.
- 6.8 On 1<sup>st</sup> November 2012 HM Treasury implemented a 'certainty rate' at a discount on that level of 0.2% on loans for those local authorities providing improved information and transparency on their locally-determined long-term borrowing and associated capital spending plans. This Council provided the necessary information again in 2015/16 and was therefore eligible for this 'certainty rate'.
- 6.9 The total interest payments during the year were £10.6m, compared to the original budget of £11.0m. The original budget assumed that the Council would take out £21m of loans during 2015/16. Instead no new loans were taken out by the Section 151 Officer during 2015/16 as there was a greater financial advantage for the Council to use internal rather than external borrowing. This therefore led to the underspend on the interest payments against the original budget.
- 6.10 In line with the revised MRP policy for 2015/16 (paragraph 5.7) the Section 151 Officer as part of closing the 2015/16 accounts used £3.9m of General Fund capital receipts towards the repayment of a PWLB loan that matured in October 2015. This meant that the value of MRP charged was reduced by this amount and the resulting underspend against budget has enabled a contribution to earmarked reserves for the financing of some future capital schemes and other business transformation activity.



- 6.11 In addition, short term borrowing was undertaken during the 2015/16 financial year for cash flow purposes. The average rate paid in 2015/16 was 1.04% and the details of the loans are shown in the table below:

Table 9: Short term borrowing

Counterparty	Amount of loan (£m)	Period of loan (days)	Return date
Buckinghamshire County Council	4.5m	730	31/03/2016
Derbyshire County Council #	5.0m	123	18/04/2016
Derbyshire County Council #	3.0m	92	15/06/2016
East Renfrewshire Council #	2.0m	92	15/06/2016
Surrey County Council #	5.0m	31	15/04/2016

# These loans spread over financial years 2015/16 to 2016/17.

- 6.12 The Council undertakes benchmarking with other Local Authorities as part of the CIPFA benchmarking club for Treasury Management. Each year we benchmark our performance against other club members across England and Wales. For 2015/16, the draft report shows that the level of our total borrowing was around the average of the comparator authorities.

### **Funding for Invest to Save Schemes**

- 6.13 During last year a capital project was completed on draught proofing and insulation in the Civic Centre which will generate on-going energy savings. This is an invest-to-save project and the predicted revenue streams cover as a minimum the financing costs of the project.
- 6.14 To finance this project the Council took out an interest free loan of £0.14m with Salix Finance Ltd which is an independent, not for profit company, funded by the Department for Energy and Climate Change that delivers interest-free capital to the public sector to improve their energy efficiency and reduce their carbon emissions. The loan is for a period of four years with equal instalments to be repaid every six months. There are no revenue budget implications of this funding as there are no interest payments to be made and the revenue savings generated are expected to exceed the amount needed for the repayments. £0.018m of this loan was repaid during the year.
- 6.15 At the meeting of Cabinet on 23rd June 2015 the LED Street Lighting and Illuminated Street Furniture Replacement Project was approved which was to be partly funded by 25 year reducing balance 'invest to save' finance from the Green Investment Bank (GIB). The balance outstanding at 31 March 2016 was £3.09m. There were no repayments during the year.

## 7. Investments

7.1 The table below summarises the Council's investment position at the end of 2015/16:

Table 10: Investment position

	31 March 2016	2015/16		31 March 2015	2014/15	
	Principal (£000s)	Average Balance	Average Rate (%)	Principal (£000s)	Average Balance	Average Rate (%)
Notice accounts	10,000	12,379	0.72	10,000	16,412	0.63
Fixed term deposits	5,000	2,903	0.88	0	0	0
Call accounts #	7,315	7,955	0.64	8,037	21,445	0.50
Money Market Funds	24,000	37,410	0.60	33,000	32,091	0.55
<b>Total investments managed in-house</b>	<b>46,315</b>	<b>60,647</b>	<b>0.65</b>	<b>51,037</b>	<b>69,948</b>	<b>0.56</b>
Investments managed by fund manager	22,541	24,120	0.76	24,858	24,760	0.87
Property Funds	12,712	10,708	5.95	0	0	0
<b>Total investments@</b>	<b>81,568</b>	<b>95,475</b>	<b>1.27</b>	<b>75,895</b>	<b>94,708</b>	<b>0.64</b>

# This includes the council's main current account.

@ This excludes the cash held by schools.

7.2 The actual rate on investments earned in 2015/16 was 1.27% compared to a forecast of 0.88% which was included in the budget. This forecast was based on the best estimates of future interest rates at the time the budget was set and excluded property fund investment.

7.3 The Council earned a total of £1.217m of interest through the investment of surplus funds both in-house and with the fund managers. The interest earned was £0.652m higher than the budgeted figure of £0.565m. This increased level of interest was due to achieving a higher than forecast interest rate due to the property funds and the average balance of cash was £95m which was higher than the budgeted figure of £64m. These forecasts were based on the best estimates at the time the budget was set.

- 7.4 The Council's investment policy is governed by the CIPFA Code of Practice for Treasury Management in the Public Sector, which has been implemented in the Annual Investment Strategy approved by the Council on 26 February 2015. The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.
- 7.5 The majority of the cash balances held by the Council are required to meet short term cash flow requirements and therefore throughout the year monies were placed 65 times for periods of one year or less. In the light of the banking crisis and the prevailing financial market conditions there has been greater emphasis on counterparty risk and the security of the principal sums invested. The table below shows the most used counterparties overall and the countries in which they are based. All deals are in sterling despite the country the counterparties are based in.

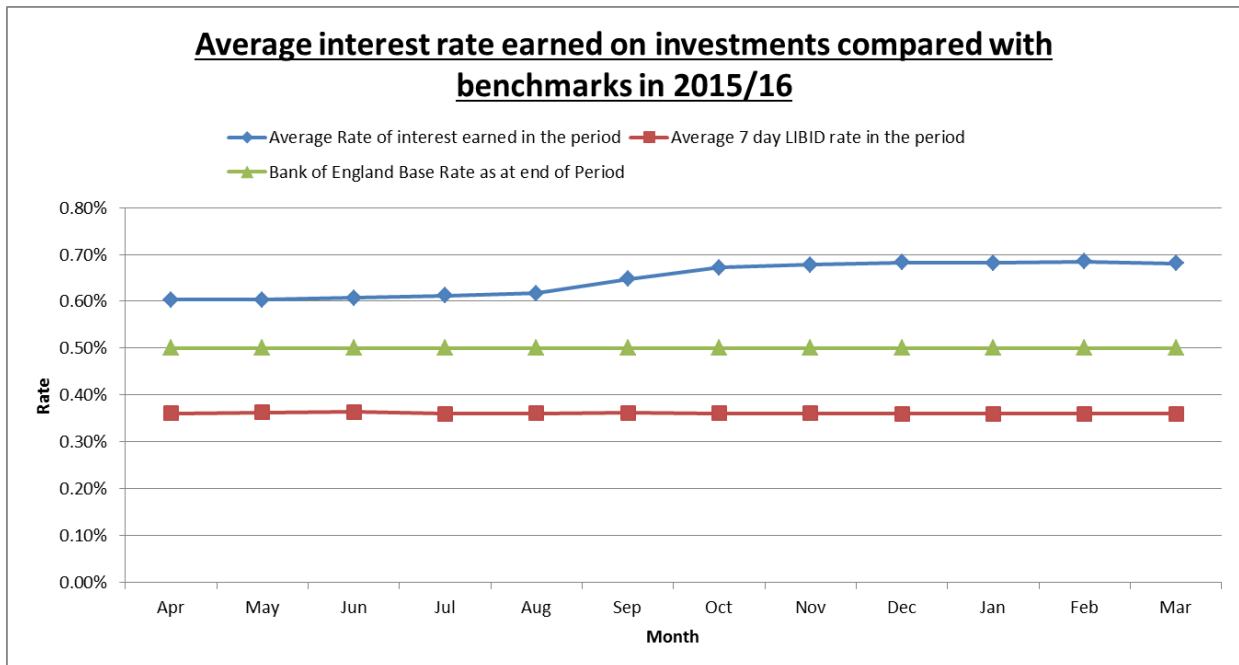
Table 11: Counterparties used

Counterparty	Country	No. of Deals	Value of Deals (£m)
Blackrock	Money Market Fund (Various Counterparties)	25	111
Goldman Sachs	Money Market Fund (Various Counterparties)	20	89
Ignis Liquidity Fund plc*	Money Market Fund (Various Counterparties)	13	63
Insight Investment	Money Market Fund (Various Counterparties)	5	12
Santander UK Plc	UK Bank	1	5
Goldman Sachs International Bank (Fixed Term Deposit)	UK Bank	1	5
<b>Total</b>		<b>65</b>	<b>285</b>

- 7.6 In addition to the above, use was also made of call accounts during the year, because they provide instant access to funds while paying base rate or better. This meant that funds were available for unexpected cash flow events to avoid having to pay higher rates to borrow from the market. During 2015/16 an average of £7.9m was held in such accounts.

7.7 The performance during the year is compared to the average 7 day LIBID rate. The graph on the next page shows the Council's performance month by month compared to this benchmark and the bank base rate.

Graph1: Investment performance compared to benchmarks



7.8 Overall, performance on in-house managed funds was 0.29% over the average 7 day LIBID rate for the year and averaged 0.15% higher than the base rate for the year.

7.9 An average of £24.1m of investments were managed by fund managers. These earned £0.18m of interest during the year at an average rate of 0.76%. This is 0.40% over the average 7 day LIBID and 0.26% over bank base rate.

## 8 Property Funds

8.1 Following a tender exercise, two property funds were chosen for the investment of long term funds: Rockspring Property Investment Management Limited and Lothbury Investment Management Limited.

8.2 The monies are invested in units in the fund, the fund is then invested as a whole by the fund managers into properties. An income distribution is generated from the rental income streams from the properties in the fund. Income distributions are reinvested back into the fund. There are high entrance and exit fees and the price of the units can rise and fall, depending on the value of the properties in the fund, so these funds are invested over the long term with the aim of realising higher yields than other investments.

- 8.3 The interest equalisation reserve will be used to capture some of the income in the years when the property values are rising, and will then be available to offset any losses should property values fall. Members should be aware that this means that the investment returns in some quarters will look very good and in other quarters there may be losses reported, but these will not impact the revenue account as the interest equalisation reserve would be used to meet any temporary losses.
- 8.4 An average of £5.9m was managed by Rockspring Property Investment Management Limited. During the year the value of the fund started at zero but increased by £7.476m due to the initial purchase of units in April 2015 plus the value of new additional units purchased after fees and by £0.025m due to the increase in the unit value. There was also an income distribution relating to that year of £0.314m.
- 8.5 The Rockspring fund earned £0.339m during the year from a combination of the increase in the value of the units and the income distribution, giving a combined return of 5.76%. The fund started the year at nil and therefore increased in total value to £7.815m by the end of the year.
- 8.6 An average of £4.8m was managed by Lothbury Property Investment Management Limited. During the year the value of the fund started at zero but increased by £4.751m due to the initial purchase of units in October 2015 and by £0.068m due to the increase in the unit value. There was also an income distribution relating to that year of £0.077m.
- 8.7 The Lothbury fund earned £0.145m during the year from a combination of the increase in the value of the units and the income distribution, giving a combined return of 6.20%. The fund started the year at nil and therefore increased in total value to £4.896m by the end of the year.

## **9. Corporate Implications**

### **9.1 Contribution to Council's Vision & Critical Priorities**

Treasury Management practices in accordance with statutory requirements, together with compliance with the prudential indicators acknowledge how effective treasury management provides support towards the achievement of the Council's Vision and Critical Priorities.

### **9.2 Financial Implications**

The financial implications of Treasury Management are dealt with throughout this report.

### **9.3 Legal Implications**

Compliance with the CIPFA Prudential Code is a statutory requirement.

#### 9.4 People Implications

None.

#### 9.5 Property Implications

None.

#### 9.6 Consultation

The key Treasury Management decisions are taken in consultation with our Treasury Management advisers.

#### 9.7 Equalities Impact Assessment

None.

#### 9.8 Risk Assessment

The Treasury Management Policy acknowledges that the successful identification, monitoring and management of risk are fundamental to the effectiveness of its activities.

#### 9.9 Value for Money

Treasury Management activities include the pursuit of optimum performance consistent with effective control of the risks associated with those activities.

#### 9.10 Community Safety Implications

None.

#### 9.11 Environmental Impact

None.

### **10. Background Papers**

None.

### **11. Appendices**

Appendix A - Prudential Indicators 2015/16

## Prudential Indicators 2015/16

	Figures are for the financial year unless otherwise titled in italics	2015/16 Revised Indicator	2015/16 Actual
1	Capital Expenditure	£39.137m	£37.850m
2	Capital Financing Requirement (CFR)	£288.369m	£288.516m
3	Treasury Position at 31 March		
	Borrowing	£255.554m	£246.028m
	Investments	£87.135m	£94.242m
	Net Borrowing	£168.419m	£151.786m
4	Authorised Limit ( <i>against maximum position</i> )	£270.000m	£270.000m
5	Operational Boundary	£260.000m	£260.000m
6	Ratio of financing costs to net revenue stream	12.00%	8.84%
7	Incremental impact of capital investment decisions on the Band D council tax	+£1.01	+£1.02
8	Maturity structure of fixed rate borrowing: ( <i>against maximum position</i> )		
	Under 12 months	20%	0%
	12 months to 2 years	30%	0%
	2 years to 5 years	40%	3%
	5 years to 10 years	60%	5%
	10 years to 20 years	100%	56%
	20 years to 30 years	100%	22%
	30 years and above	80%	14%
	Total	N/A	100%

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# Southend-on-Sea Borough Council

Agenda  
Item No.

Report of Corporate Director for Corporate Services

To

**Cabinet**

on

**28<sup>th</sup> June 2016**

Report prepared by: Christine Lynch  
Revenues Group Manager

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## **Debt Management - Position to 31<sup>st</sup> March 2016**

**Policy and Resources Scrutiny Committee**  
**Executive Councillor: Councillor Moring**

*A Part 1 Public Agenda Item*

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### **1. Purpose of Report**

1.1 The purpose of this report is to apprise Cabinet of the following:

- the current position of outstanding debt to the Council as at 31<sup>st</sup> March 2016
- debts that have been written off or are recommended for write off in the current financial year;
- Obtain approval for the write off of irrecoverable debts that are over £25,000.

### **2. Recommendation**

- 2.1 That Cabinet notes the current outstanding debt position as at 31<sup>st</sup> March 2016 and the position of debts written off to 31<sup>st</sup> March 2016 as set out in Appendices A & B.
- 2.2 That Cabinet approves the write-off as set out in Appendix B.

### **3. Background**

- 3.1 It was agreed by Cabinet on 19<sup>th</sup> March 2013, following a report of debts over £25k to be written off, that the Head of Finance and Resources would submit a report on a regular basis to Cabinet on all aspects of the Council's outstanding debt, along with the required write off position. This is the final report for the financial year 2015/16.

3.2 Southend-on-Sea is made up of a number of service areas responsible for the collection and administration of outstanding debt. The main areas are Accounts Receivable and Revenues which are linked to the billing and collection of the vast majority of debts that fall due to be paid to the Council for chargeable services, such as social care (see 4.5 ) and statutory levies such as Council tax and Non Domestic Rates (Business Rates).

However, there are other areas of debt that are included in this report, namely recovery of Housing Benefit Overpayments, Parking and Enforcement penalties and library fines. In addition, there are also debts for the Housing Revenue Account for rent arrears and service charges.

3.3 The process and legislative framework for the collection and write off of debt were detailed in the report to Cabinet on 17<sup>th</sup> September 2013. However, it is worth noting that the Council has a good success rate in collection of debt, and the collection targets are agreed annually and monitored regularly as part of the Councils service planning process.

3.4 Debts are only considered for write off where all other courses of recovery available have been undertaken or explored and the debt is considered irrecoverable.

#### 4. Councils Debt Types

##### 4.1 Council Tax

£78.3 million of Council tax was due to be collected in 2015/16, and the Council set a collection rate of 97%.

97.2% of the Council Tax due was collected in year, which was 0.2% above the target set.

In 2014/15 96.8% of the Council Tax due was collected, and as normal collection continues for the outstanding arrears for that year and for previous years. The chart below shows the actual in year collection rate over the past 4 years, and the collection rate of each year's charge to date, including debts that have been written off.

	Council Tax Performance	
	As at 31st March of relevant year	As at 31 <sup>st</sup> March 2016
1st April 2011 - 31st March 2012	98%	99.5%
1st April 2012 - 31st March 2013	97.9%	99.4%
1st April 2013 - 31st March 2014	97.1%	98.9%
1st April 2014 - 31st March 2015	96.8%	98.5%

## 4.2 Non Domestic Rates (Business Rates)

The Council was due to collect approximately £47.6m of Business Rates in 2015/16 and set a collection target of 97.6% in year.

The Council achieved an overall collection of 97.8%, which was also 0.2% above target and collection is continuing for outstanding arrears for previous financial years.

The chart below shows the actual in year collection rate over the past 4 years, and the collection rate of each year's charge to date, including debts that have already been written off.

	<b>Non-Domestic Rates Performance</b>	
	<b>As at 31st March of relevant year</b>	<b>As at 31<sup>st</sup> March 2016</b>
<b>1st April 2011 - 31st March 2012</b>	<b>97.7%</b>	<b>98.4%</b>
<b>1st April 2012 - 31st March 2013</b>	<b>96.5%</b>	<b>98.3%</b>
<b>1st April 2013 - 31st March 2014</b>	<b>97.5%</b>	<b>98.4%</b>
<b>1st April 2014 - 31st March 2015</b>	<b>97.6%</b>	<b>98.7%</b>

## 4.3 Housing Benefit Overpayment

This is any entitlement to a rent allowance or rent rebate that a person has received but is not entitled to. Most commonly this accumulates when there is a change to a person's circumstance and they fail to notify us in good time. The overpayment will be invoiced unless they are in receipt of Housing Benefit in which case their benefit entitlement is reduced to enable recovery of the overpayment.

## 4.4 Libraries

Library debt is made up of overdue fines and replacing lost or non-returned books.

## 4.5 Department for People - Adult Services (formerly Social care)

Adult Services make charges for the following services;

- Contributions to residential accommodation
- Charges for non-residential services i.e. Home Care, Community Support, Day Services and transport to services
- Charges to other local authorities
- Charges to Health Authority

#### 4.6 Parking

The recovery of unpaid Penalty Charge Notices is undertaken by semi-judicial process under the current Traffic Management Act 2004.

From 1<sup>st</sup> April 2015 to 31<sup>st</sup> March 2016 a total of 43,985 Penalty Charge Notices were issued identifying a projected income of £2.266million. It should be noted that Penalty Charge Notices are issued at a higher rate and lower rate (£70.00 and £50.00 respectively) depending on the seriousness of the parking contravention. Penalty Charge Notices may be paid at a discounted rate of 50% of the charge if paid within 14 days of the date of issue.

This value is continuously being amended as payments are received and it should be recognized that payments made at the 50% discount amount will reduce the projected income level. Generally, 75% of paid PCN's are paid at the discounted payment. The value of cancelled notices is £141,868 and cases written off where no keeper has been identified totals £86,452.

#### 4.7 Miscellaneous Income

This will include a range of services that the Council will charge for including such areas as rental income on commercial properties, recharges to other bodies for services we have provided, and recovering overpaid salaries from staff that have left.

It is important to note that collection can vary month by month depending on the value of invoices raised as a reasonable period needs to be allowed for payment to be made.

#### 4.8 Housing

Under the management of South Essex Homes there are the arrears of outstanding debt of Rent and Service Charges. The cost of any write-offs for this category of debt is specifically charged to the Housing Revenue Account and not to Council Tax Payers.

### 5. Write-Off Levels

- 5.1 Write off approval levels currently in place are shown in the tables below, which are in accordance with the Financial Procedure rules set out in the Constitution and the corporate debt recovery policy.

**Debt Type: Council Tax/ Accounts Receivable/Adult Care/ Housing and Council Tax Benefit**

Designation	Amount
Assistant Manager/Manager	under £5,000
Head of Service	Between £5,000 and £25,000
Cabinet	£25,000 and above

**Debt Type: NNDR (Non Domestic Rates)**

Designation	Amount
Assistant Manager	under £5,000
Manager	Between £5,000 and £10,000
Head of Service	Between £10,000 and £25,000
Cabinet	£25,000 and above

**Debt Type: Parking**

Designation	Amount
Notice Processing Officer & Section Leader.	under £5,000
Section Leader	Between £5,000 and £10,000
Group Manager	Between £10,000 and £25,000
Cabinet	£25,000 and above

**Debt Type: Housing Rents and Service Charges**

South Essex Homes, as managing agent, submit proposed write-offs to the Council, following which the following approval levels are exercised.

Designation	Amount
Head of Service (Finance & Housing)	Under £25,000
Cabinet	£25,000 and above

**6. Council Debt Position (as at 31/3/16)**

Appendices A and B show the current debt position within each debt area, and the amount that has been written off so far in the current year.

For Council tax and Non Domestic rates there is a net collectable debt at the beginning of the year. Although this can change depending on changes to liability or property being removed or introduced to the lists, it is fairly consistent.

However, other service areas may see greater fluctuations as new debts are created during the financial year.

## **7. Other Options**

This is a report notifying members of the current position of the Council's debt and related write offs, and therefore there are no other options.

## **8. Reasons for Recommendations**

- All reasonable steps to recover the debt have been taken, and therefore where write off is recommended it is the only course of action available.
- If the Council wishes to pursue debts for bankruptcy proceeding, it will follow the agreed and published recovery policy that covers this.

## **9. Corporate Implications**

### 9.1 Contribution to Council's Vision & Corporate Priorities

Efficient write off of bad and irrecoverable debts, where appropriate, is good financial practice and reduces the bad debt provision and financial impact in the Authority's accounts.

### 9.2 Financial Implications

- Debts that are written off will have been provided for within the Councils bad debt provision and as such there should be no specific financial implications. However it is possible that unforeseen and unplanned additional write offs occur, which lead to the value of debts written off in any year exceeding the bad debt provision.

Where this is likely to happen, this report will act as an early warning system and will enable additional control measures to be agreed and taken to either bring the situation back under control, or to make appropriate adjustments to the bad debt provision.

- Relevant service areas have to bear the cost of debts that are written off within their budget.

### 9.3 Legal Implications

If there are debts to be written off that exceed the level at which officers have delegated powers to deal with the matter, authorisation is required from the Cabinet.

### 9.4 People Implications

The people implications have been considered and there are none relevant to this report

## 9.5 Property Implications

The property implications have been considered and there are none relevant to this report

## 9.6 Consultation

Consultation is not required for write off of debt

## 9.7 Equalities and Diversity Implications

Each write-off is considered on an individual basis, there is no equalities and diversity implication to consider

## 9.8 Risk Assessment

There is a financial implication to the bad debt provision if write offs are not dealt with within the current financial year

## 9.9 Value for Money

It is a matter of good financial practice and good debt management to report value of debt and write off regularly.

## 9.10 Community Safety Implications

There are no Community Safety Implications

## 9.11 Environmental Impact

There is no environmental impact

## 10. Background Papers

Full details of recovery action against each recommended write-off are held within the services computer systems.

## 11. Appendices

Appendix A Summary of Outstanding debt

Appendix B Summary of Write offs

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Summary of Outstanding Debt**Outstanding Debt pre 1<sup>st</sup> April 2015 (arrears)**

<b>Debt pre 1/4/15</b>	<b>Council Tax (a)</b>	<b>Business Rates (a)</b>	<b>Housing Benefit Overpayments (b)</b>	<b>Adult Services</b>	<b>Miscellaneous Income</b>	<b>HRA (Care Line/Service Charges)</b>	<b>Parking (c)</b>	<b>Libraries (d)</b>	<b>HRA Current Tenants (e)</b>	<b>HRA Former Tenants (e)</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Net Collectable Debt	6,158	2,065	5,500	5,410	3,197	105	8,598			357
Amount Paid @ 31.03.16	2,420	816	3,436	3,082	2,217	69	7,344	382		38
<b>Total Outstanding</b>	<b>3,738</b>	<b>1,249</b>	<b>3,128</b>	<b>2,328</b>	<b>980</b>	<b>36</b>	<b>1,254</b>	<b>n/a</b>	<b>n/a</b>	<b>168</b>

Number of Accounts	10,263	242	1,886	1,037	737	89	n/a			136
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**Current Year Debt (Debt position in respect of 2015/16)**

<b>Debt post 1/4/15</b>	<b>Council Tax (a)</b>	<b>Business Rates (a)</b>	<b>Housing Benefit Overpayments (b)</b>	<b>Adult Services</b>	<b>Miscellaneous Income</b>	<b>HRA (Care Line/Service Charges)</b>	<b>Parking (c)</b>	<b>Libraries (d)</b>	<b>HRA Current Tenants (e)</b>	<b>HRA Former Tenants (e)</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Net Collectable Debt at 31.03.16	78,316	47,581	4,608	12,586	28,275	3,653	1,672		32,799	187
Amount Paid @31.03.16	76,146	46,555	3,436	9,885	26,227	3,630	1,162	280	32,749	29
<b>Total Outstanding</b>	<b>2,170</b>	<b>1,026</b>	<b>3,032</b>	<b>2,701</b>	<b>2,048</b>	<b>23</b>	<b>510</b>	<b>n/a</b>	<b>450</b>	<b>166</b>

Number of Accounts	9,510	410	2,805	1,580	1,239	107	n/a		1,589	159
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## **NOTES**

- (a) Council Tax and Business Rates includes adjustments for write offs, credits and outstanding court costs.
- (b) HB Overpayment is not attributable to a financial year in the same way that Council Tax or NDR are i.e. a yearly debit is not raised. It is also not feasible to state when a payment is made which age of debt it has been paid against. For these reasons the outstanding amounts in the report reflect the actual outstanding debt at the date requested, it does not reflect the outstanding debt against current year and previous year debts.
- (c) Parking total outstanding is net of PCNs cancelled and written off.
- (d) The figure of £382k relates to total payments received since January 2005 until 31/03/2015, and the figure of £280k relates to payments received from 01/04/2015 to 31/03/2016.
- (e) HRA tenancy debts (residential rent accounts) are rolling amounts, with no breaks in years or rollovers. Any cash received is applied to the oldest rent week outstanding. The figures shown are total arrears outstanding, and therefore include arrears still outstanding from prior years.

**Summary of Write Off's**

Debts written off in 2015/16

1 April 2015 - 31 March 2016 relating to any year

Write Offs	Council Tax £	Business Rates £	Housing Benefit Overpayment £	Adult Services £	Miscellaneous Income £	HRA (Care Line/Service Charges) £	Parking £	Libraries £	HRA Tenants £
Under £5k	328,786	127,155	31,9695	71,452	69,650	1,769	230,143	21,640	124,338
£5k-£25k	0	153,363	167,113	22,017	0	0	0		11,130
Over £25k	0	347,250	0	0	0	0	0		0
<b>Total</b>	<b>328,786</b>	<b>627,768</b>	<b>486,808</b>	<b>93,469</b>	<b>69,650</b>	<b>1,769</b>	<b>230,143</b>	<b>21,640</b>	<b>135,468</b>

**Write offs greater than £25,000 for Cabinet approval**

Amount of Write off £	Reason for Write Off	Debt Area
27,159.70	Claimant was made bankrupt on 5 <sup>th</sup> April 2016. All debts included in the bankruptcy included this Housing Benefit Overpayment (OP). The OP was created after a joint investigation with the DWP and the claimant not prosecuted for fraud and therefore the OP is included in the Bankruptcy Order.	Housing Benefit Overpayment

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# Southend-on-Sea Borough Council

## Report of Corporate Director for Corporate Services to Cabinet

on  
28<sup>th</sup> June 2016

Agenda  
Item No.

Report prepared by: Joe Chesterton  
Head of Finance and Resources

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### Provisional Capital Outturn 2015/16 Policy and Resources Scrutiny Committee Executive Councillor: Councillor Lamb *A Part 1 Public Agenda Item*

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#### 1. Purpose of Report

- 1.1 To inform members of the capital programme outturn for 2015/16 and to seek approval for the relevant budget carry forwards and accelerated delivery requests.
- 1.2 To also seek approval for in year amendments for the current approved programme.

#### 2. Recommendations

**That Cabinet:**

- 2.1 **Note that the expenditure on the capital programme for 2015/16 totalled £37.850m against a budget of £39.137m, a delivery of 96.7% (sections 3.4 and 3.5).**
- 2.2 **Approve the relevant budget carry forwards and accelerated delivery requests totalling a net £1.411m as set out in Appendices 1 and 2.**
- 2.3 **Note the virements, reprofiles and amendments and new external funding for schemes, as detailed in Appendices 3, 4 and 5.**
- 2.4 **Approve the relevant changes to the budget identified since the approved capital programme was set at Council on 25<sup>th</sup> February 2016, as detailed in Appendix 6.**
- 2.5 **Note that the above changes will result in an amended Capital Programme of £191.656m for the period 2016/17 to 2019/20, as detailed in Appendix 7.**

### 3. Background

- 3.1. Throughout the 2015/16 financial year the capital programme has been subjected to robust monitoring to ensure delivery and alignment with corporate priorities. As a result of this monitoring, revisions were made during the year to the capital programme budgets with the agreement of Cabinet. The last revision was made in February 2016 and approved by Council on 25<sup>th</sup> February 2016.
- 3.2. In addition to the approved capital programme for 2015/16, there were carry forwards from the previous year's programme for schemes nearing completion but not yet finished. As a result of these changes and other amendments agreed during the year by Cabinet the revised Capital Programme differs from the one originally agreed in February 2015 as part of the 2015/16 budget process.
- 3.3. The changes are summarised in the table below.

	£'000
<b>Original Budget February 2015 Council</b>	<b>53,505</b>
June Cabinet adjustment of carry forwards from 2014/15	7,587
Accelerated Delivery of 2015/16 schemes	(582)
Re-profiles, New External funding and other adjustments agreed at 23 <sup>rd</sup> June Cabinet	1,265
Capital schemes approved at 22 September Cabinet	1,482
Re-profiles, New External funding and other adjustments agreed at 10 <sup>th</sup> November Cabinet	(13,518)
Re-profiles and amendments agreed at 11 <sup>th</sup> February Cabinet	(10,757)
New external funding agreed at 11 <sup>th</sup> February Cabinet	155
<b>Revised Capital Programme – 25<sup>th</sup> February 2016 Council</b>	<b>39,137</b>

Brackets indicate a reduction in budget

- 3.4. Best practice and normal accounting convention requires that the approved Capital Programme includes budgets for all potential capital expenditure. Therefore the Capital Programme contains budgets for schemes such as Section 106 funding where expenditure is contingent on a condition being met, grants that are paid to the Council in full are drawn down over a period of time and schemes managed in partnership or by other bodies, e.g. schools. The summary on the next page shows the actual spend against budget for the different types of schemes.

	<b>Revised Budget £000</b>	<b>Actual £000</b>	<b>Variance £000</b>	<b>% Spent</b>
Adult Social Care	268	274	6	102.2
General Fund Housing	1,207	1,260	53	104.4
Schools Capital Schemes	9,158	9,131	(27)	99.7
Culture	2,908	2,992	84	102.9
Highways and Transport	8,379	8,683	304	103.6
Enterprise, Tourism & Regeneration	625	1,193	568	190.9
Public Protection and Waste	2,171	2,188	17	100.8
Energy Saving Projects	1,493	1,063	(430)	71.2
Section 106 / Section 38	225	278	53	123.6
Works to Property	1,910	1,604	(306)	84.0
ICT Schemes	2,714	1,218	(1,496)	44.9
Other Corporate Services	234	152	(82)	65.0
HRA Capital Schemes	7,845	7,814	(31)	99.6
<b>Total</b>	<b>39,137</b>	<b>37,850</b>	<b>(1,287)</b>	<b>96.7</b>

Brackets indicate an underspend against budget

- 3.5. The outturn for 2015/16 shows a final spend position of £37.850m against a revised budget of £39.137m, which is an 96.7% outturn position.
- 3.6. The key variances in the table in paragraph 3.4 are as follows:

Highways and Transport – the LED street lighting project is progressing ahead of schedule. Net budget carry forward, accelerated delivery requests and other budget adjustment for highways and transport of £307k have been put forward as part of this report;

Enterprise, Tourism & Regeneration – the lagoon element of the Coastal Communities Fund works have progressed ahead of schedule to enable a summer opening and there has been accelerated delivery of the pier condition works. Net budget carry forward and accelerated delivery requests of £567k have been put forward as part of this report;

Energy Saving Projects – the energy projects are underway with completion in 2016/17 – budget carry forward requests of £(431)k have been put forward as part of this report;

Works to Property – for the Queensway site on-going exploration of the underground utility services is needed in 2016/17 in preparation for the regeneration works, the demolition of the toilet block in Thorpe Hall Avenue has been completed but the refurbishment works will be completed in 2016/17. Net carry forward, accelerated delivery requests and other budget adjustments of £(291)k has been put forward as part of this report;

ICT schemes – a number of projects span financial years and there have been delays to some projects whilst others have delivered ahead of schedule, so net budget carry forward, accelerated delivery requests and other budget adjustments of £(1,499)k have been put forward as part of this report. £1.3m of this relates to the Data Centre with the detailed design finished in June and the intention to finish the project in September 2016;

- 3.7. A range of schemes have been identified that are funded from external contributions and grants. These have been included in the capital programme but there is flexibility in when these schemes are delivered either by the funder determining when it is appropriate or the Council matching delivery to available resources.
- 3.8. In total there are a number of schemes with unspent budgets in 2015/16 where the budget is needed in 2016/17 in order to complete the schemes. These schemes have started and/or are fully committed to but due to various factors have not completed or reached the anticipated stage by the 31st March 2016. These budget commitments total £4.332m and are summarised in Appendix 1.
- 3.9. In addition, some schemes have exceeded their 2015/16 budget allocation. The two causes of this are unforeseen costs being incurred or schemes spending ahead of profile in order to accelerate delivery, i.e. multi year schemes being delivered earlier or preliminary works starting on 2016/17 schemes to ensure their prompt completion. The sum of this accelerated delivery totals £2.807m and is analysed in Appendix 2.
- 3.10. Schemes that have exceeded their 2015/16 budget allocation will be financed by compensatory under spending on other schemes and in some cases by extra income received. The net overspend for the whole programme for 2015/16 after carry forward and accelerated delivery requests is £0.238m. This has been adjusted further with budget adjustments of £0.311m with the resulting underspend after all adjustments of £0.73m.
- 3.11. In summary these adjustments are set out in the following table:

	<b>General Fund £000</b>	<b>Housing Revenue Account £000</b>	<b>Total £000</b>
Net variance	(1,256)	(31)	(1,287)
Net position of carry forward and accelerated delivery requests (Appendices 1 and 2)	1,384	27	1,411
Additional external income received / budget adjustments (Appendix 6)	(197)	-	(197)
Adjusted net variance	(69)	(4)	(73)

Brackets indicate an underspend against budget and additional income



- 3.12. An amended Capital Programme reflecting all the changes above is attached at Appendix 7.

### **Major schemes in 2015/16 continuing into 2016/17 and future years**

- 3.13 Within the Department for Corporate Services the Airport Business Park is a major scheme to transform an area of land into a new business park, bringing in private sector investment and generating new jobs. Henry Boot Developments have been appointed as the development partner to enable the plans to go ahead and infrastructure works are expected to start during 2016/17.
- 3.14 Within the Department for People the major schemes are the schools capital schemes which are set out below in paragraphs 3.17 to 3.21, and the Disabled Facilities Grants scheme which relates to adaptations and installation of equipment in the homes of disabled people.
- 3.15 Within the Department for Place the LED street lighting project is a major scheme to replace the street lighting lanterns within Southend with LED units, to replace many street lighting columns, to bring all the illuminated street furniture in line with proposed new traffic sign regulations and to introduce a computer controlled Central Management System to manage the street lighting efficiently.
- 3.16 Another major scheme within the Department for Place is the A127 Growth Corridor which is a joint project with Essex County Council to deliver improvements along the A127. Specifically within Southend this includes the junctions at Kent Elms and the Bell.

### **Schools Capital Schemes**

- 3.17 Expenditure on the education capital programme for 2015/16 was £9.13 million. Of this, £4.37million was to complete projects to provide new pupil places at Friars, Thorpedene, Bournemouth Park, Darlington, Porters Grange and Sacred Heart Primary Schools, the Federation of Greenways Schools and Hamstel Infant and Junior Schools.
- 3.18 £1.89 million was spent on major projects completing in 2015/16 and beyond. These included St Helens, St Marys, Sacred Heart and Thorpe Greenways. These projects are part of the Primary Places Programme (PPP) to expand Primary Schools to meet the demand created by a sustained increase in the birth rate, including the set up and expansion of two year old childcare facilities.
- 3.19 £3.5 million was spent on major projects completing in 2016/17 and beyond. These included expansions at St Helens Primary School and St Marys Primary School. These projects are part of the Primary Places Programme (PPP) to expand Primary Schools to meet the demand created by a sustained increase in the birth rate including the set up and expansion of two year old childcare facilities. As this programme completes, the Secondary Expansion Programme is in feasibility and design stage with initial spend due to start in 2016/17.

3.20 £1.09 million was spent purely on condition works that included projects at Thorpedene, Belnheim, Earls Hall, Edwards Hall, Friars, Leigh North Street and Temple Sutton Primary Schools. In addition, £311k was devolved formula capital to maintained schools to manage their own smaller capital works.

3.21 Much of the schools capital programme scheme involves multi-year projects. Net budget carry forward, accelerated delivery requests and other budget adjustments of £24k have been put forward as part of this report;

### **Capital Financing of the Programme**

3.22 The capital programme is fully financed. When the budget is set, estimates are made on the likely levels of capital receipt, grant that will be received during the year, the likely level of borrowing required as well as the proposed level of expenditure. As the actual expenditure differs from the proposed budget, the associated financing needs to be amended also to reflect this.

3.23 The capital expenditure in 2015/16 is financed as follows;

	<b>2015/16 Actual (£m)</b>
<b>Total Capital Expenditure</b>	<b>37.850</b>
<b>Financed by:</b>	
<b>Borrowing – internal</b>	<b>10.201</b>
<b>Invest to Save Financing</b>	<b>2.350</b>
<b>Capital Receipts</b>	<b>441</b>
<b>Capital Grants Utilised</b>	<b>15.058</b>
<b>Major Repairs Reserve</b>	<b>7.021</b>
<b>Other Revenue/ Capital Reserve Contributions</b>	<b>1.210</b>
<b>Other Contributions</b>	<b>1.569</b>
<b>Total Financing</b>	<b>37.850</b>

### **Other changes to the budget for 2016/17 onwards**

3.24 Since the approved capital programme was set at Council on 25<sup>th</sup> February 2016, there have been some changes to the capital budget. They are not significant in number but are required to provide a continually updated programme to enhance the delivery of schemes, and are therefore detailed in Appendix 6. These changes are reflected in the amended Capital Programme attached at Appendix 7.

### 3.25 Removal of budgets no longer required

A request to remove a few S106 budgets are included within this report as they are no longer required.

### 3.26 Borough Broadband

A request to include an additional budget of £100k to support the delivery of the City Fibre project, to be financed from set aside capital reserves for this major scheme is included within this report.

## 4. Other Options

4.1 None, as this report provides information about activity in 2015/16.

## 5. Reasons for Recommendations

5.1 This report provides information about activity in 2015/16.

## 6. Corporate Implications

### 6.1 Contribution to Council's Vision & Corporate Priorities

When the Capital Programme is determined consideration is given to the alignment of the scheme objectives to the Councils priorities.

### 6.2 Financial Implications

These are dealt with throughout this report.

### 6.3 Legal Implications

None, as this report provides information about activity in 2015/16.

### 6.4 People Implications

None, as this report provides information about activity in 2015/16.

### 6.5 Property Implications

When the Capital Programme is determined consideration is given to the property implications.

### 6.6 Consultation

When the Capital Programme is determined consideration is given to consultation.

## 6.7 Equalities and Diversity Implications

When the Capital Programme is determined consideration is given to Equalities and Diversity Implications.

## 6.8 Risk Assessment

When the Capital Programme is determined consideration is given to the risk assessment.

## 6.9 Value for Money

When the Capital Programme is determined consideration is given to the value for money.

## 6.10 Community Safety Implications

When the Capital Programme is determined consideration is given to community safety implications.

## 6.11 Environmental Impact

When the Capital Programme is determined consideration is given to the environmental impact.

## 7. **Background Papers**

None.

## 8. **Appendices**

Appendix 1 – Proposed Carry Forwards

Appendix 2 – Proposed Accelerated Delivery Requests

Appendix 3 – Virements Between Approved Schemes

Appendix 4 – Reprofiles

Appendix 5 – New External Funding

Appendix 6 – Summary of Changes to the Capital Programme

Appendix 7 – Amended Capital Programme

# Southend-on-Sea Borough Council

Report of Corporate Director of Corporate Services  
to  
**Cabinet**  
on  
**28 June 2016**

Agenda  
Item No.

Report prepared by: Ian Ambrose  
Group Manager, Financial Management

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**Provisional Revenue Outturn 2015/16**  
**Policy and Resources Scrutiny Committee**  
**Executive Councillor: Councillor Lamb**  
***A Part 1 Public Agenda Item***

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## **1 Purpose of Report**

To advise the Cabinet of the provisional revenue outturn for 2015/16, and therefore the likely level of revenue balances going into 2016/17.

## **2 Recommendation**

- 2.1 That the provisional revenue outturn for the General Fund and HRA for 2015/16 be noted; and
- 2.2 That following due consideration, Cabinet approve the appropriation of revenue funds to and from earmarked reserves, as set out in paragraph 4.6 (General Fund) and paragraph 5.4 (HRA).

## **3 Background**

- 3.1 This report provides an overall summary of the provisional revenue outturn for the financial year 2015/16. The closure of the 2015/16 accounts is still ongoing at the time of drafting this report, and therefore there is some potential for change.

## **4 General Fund**

- 4.1 The table below summarises the provisional revenue outturn for the General Fund and the consequential use of balances for 2015/16. The outturn has been prepared on the assumption that all appropriations to and from earmarked reserves are approved. Members are invited to consider the appropriate level of appropriations later in this report.

<b>Portfolio</b>	<b>Original Budget £000</b>	<b>Probable Outturn £000</b>	<b>Forecast Period 11 £000</b>	<b>Actual £000</b>
Adult Social Care & Health	39,911	42,058	42,010	41,281
Children & Learning	33,477	32,860	32,915	32,397
Community & Organisational Development	2,613	2,470	2,139	2,274
Enterprise, Tourism & Economic Development	13,943	15,324	15,435	15,903
Leader	4,098	5,753	3,689	3,721
Public Protection, Waste & Transport	25,236	25,445	25,160	23,957
Housing & Regulatory Services	12,964	13,007	12,942	7,608
<b>Portfolio Net Expenditure</b>	<b>132,242</b>	<b>136,917</b>	<b>134,290</b>	<b>127,141</b>
Reversal of Depreciation	(19,982)	(20,261)	(18,432)	(15,484)
Levies	550	549	550	519
Financing Costs	16,062	15,029	15,006	11,107
Contingency	4,825	2,988	2,898	0
Pension Adjustments etc	(4,782)	(4,782)	(4,782)	(4,297)
<b>Net Operating Expenditure</b>	<b>128,915</b>	<b>130,440</b>	<b>129,530</b>	<b>118,986</b>
Government Grants	(3,973)	(3,973)	(3,973)	(3,838)
Corporate Savings	(50)	0	0	0
Revenue Contribution to Capital	3,090	855	855	1,209
Contribution to / (from) Earmarked Reserves	(1,889)	(1,229)	(319)	10,504
<b>Net Expenditure / (Income)</b>	<b>126,093</b>	<b>126,093</b>	<b>126,093</b>	<b>126,861</b>
Government Grants and Local Taxation	(126,093)	(126,093)	(126,093)	(126,861)
<b>Contribution (to) / from General Reserves</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

<b>Use of Reserves</b>				
Balance as at 1 April 2015	11,000	11,000	11,000	11,000
Use in Year	0	0	0	0
<b>Balance as at 31 March 2016</b>	<b>11,000</b>	<b>11,000</b>	<b>11,000</b>	<b>11,000</b>

4.2 The table above shows that net expenditure for 2015/16 totalled £126.861 million. This was £0.768 million (0.61%) above the month 11 forecast. This was compensated by additional retained business rate income of £0.768 million, and as a result there has been no draw down from the General Fund Reserve to support expenditure. Given that the overall gross spend of the Council is in the region of £380 million, this variance is within acceptable parameters.

4.3 Members have been in receipt of monthly budget monitoring information, so most variances have been well documented. This report therefore concentrates on variances between the month 11 forecast and the outturn.

- 4.4 Although the outturn is in line with the period 11 forecast, there are of course numerous under and overspends on individual services. In particular Directors have continued to bear down on in year costs in preparation for the further budget reductions in place for 2016/17, giving rise to savings over and above the period 11 forecast.
- 4.5 Additionally year end accounting differs from that employed during the year, as management accounts are transformed into statutory reporting formats. This involves many self-balancing adjustments between accounting lines to display income and expenditure in its “appropriate” place together with final allocations from the contingency fund. In particular in compliance with International Accounting Standard 20 and the Local Government Statement of Recommended Practice, service grant income received in year has been fully recognised, even where it has not necessarily been or planned to be spent. In these cases the spending power of the grant has been preserved through the use of earmarked reserves. There are however a number of principal variances:

	<b>£000</b>
Revenue Contribution to Capital	354
Treasury Management etc	(3,899)
Waste and Cleansing	(1,906)
Various net underspends	(155)
Various self-balancing appropriations, particularly relating to the carry forward of the spending power of service specific grants	
Additional appropriations relating to capital, business transformation and other earmarked contingency sums	6,905
Unused contingency budget	(1,299)
<b>Total Variance</b>	<b>0</b>

## Appropriations to and from Earmarked Reserves

4.6 Set out below are the recommended appropriations to and from ( ) earmarked reserves, subject to the approval of Cabinet, annotated as appropriate where the appropriation is materially different from that planned.

Reserve	Planned to period 11 £000	Self-Balancing* £000	Additional £000	Total £000
<b>Capital Reserves</b> Additional reserves have been set aside for future capital programme items	111	100	1,500	1,711
<b>Insurance Reserves</b> Following a review, there has been a realignment of the balance between the insurance provision and reserve	0	899	0	899
<b>Corporate Reserves</b> Additional reserves have been set aside for future business transformation as the Council continues to adjust to lower government funding, and to build reserves for potential pension pressures arising from the forthcoming pensions revaluation.	2,878	773	4,655	8,306
<b>Service Reserves</b> Additional reserves have been set aside in particular to facilitate the on-going welfare reform agenda and the Queensway regeneration.	(1,567)	582	750	(235)
<b>Grant Reserves</b> Preservation of the spending power of service grants between years	(1,741)	1,564	0	(177)
	<b>(319)</b>	<b>3,918</b>	<b>6,905</b>	<b>10,504</b>

\* Self Balancing appropriations are particularly those where an underspend in grant received is matched by a balancing underspend in expenditure, with the unspent grant being carried forward through earmarked reserves. Another example would be where there has been a need to top up the Insurance provision (via the revenue account) from the Insurance Reserve.

## 5 Housing Revenue Account

5.1 The table below summarises the provisional revenue outturn for the Housing Revenue Account and the consequential use of balances for 2015/16.



	<b>Original Budget £000</b>	<b>Revised Budget £000</b>	<b>Forecast Period 11 £000</b>	<b>Actual £000</b>
Employees	279	279	279	286
Premises (including repairs)	5,909	5,969	5,969	5,629
Supplies and Services	66	66	66	112
Management Fee	9,264	9,264	9,264	9,264
MATS	956	956	956	957
Provision for Bad Debts	361	361	361	101
Depreciation, Impairment etc	8,989	7,075	7,075	25,984
Interest Charges	3,410	3,551	3,551	3,549
Debt Management	37	55	55	54
<b>Total Expenditure</b>	<b>29,721</b>	<b>27,576</b>	<b>27,576</b>	<b>45,936</b>
Fees and Charges	(3,789)	(3,949)	(3,989)	(4,071)
Dwelling Rents	(26,281)	(26,584)	(26,624)	(26,806)
Other Rents	(596)	(593)	(593)	(603)
Other	(227)	(242)	(242)	(232)
Contribution from Leaseholders	0	0	0	(167)
Interest	(90)	(150)	(150)	(154)
Recharged to Capital	(530)	(530)	(530)	(537)
<b>Total Income</b>	<b>(31,513)</b>	<b>(32,048)</b>	<b>(32,128)</b>	<b>(32,570)</b>
<b>Net Operating Expenditure</b>	<b>(2,242)</b>	<b>(4,472)</b>	<b>(4,552)</b>	<b>13,366</b>
Statutory Mitigation on Capital Financing	(1,813)	0	0	(20,776)
Revenue Contribution to Capital	1,334	94	94	0
Appropriation to Earmarked Reserves	2,721	4,378	4,458	7,410
<b>(Surplus) or Deficit in Year</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Use of Reserves</b>				
Balance as at 1 April 2015	3,502	3,502	3,502	3,502
Used in year	0	0	0	0
<b>Balance as at 31 March 2016</b>	<b>3,502</b>	<b>3,502</b>	<b>3,502</b>	<b>3,502</b>

5.2 The table above shows a balanced outturn for 2015/16 as anticipated.

5.3 There are however a number of under and overspends on individual budget lines. These include additional rental income coupled with additional fees and charges. There are significant increases in the value of impairments being charged into the HRA, as a result of the revaluation of the stock which saw the carrying value of the assets fall; this is fully mitigated under statutory rules so has no impact on revenue balances. There is also an underlying fall in the depreciation charge to the HRA following a revision in the calculation methodology, that creates a revenue saving. Finally, rather than build a higher general reserve for the HRA, additional net appropriations to HRA earmarked reserves are proposed.

5.4 Therefore the recommended HRA appropriations are;

<b>HRA Reserve</b>	<b>Planned £000</b>	<b>Additional £000</b>	<b>Total £000</b>
<b>Repairs Contract Pensions Reserve</b>	60	0	60
<b>Queensway Reserve</b>	(75)	0	(75)
<b>Capital Investment Reserve</b>	4,398	3,027	7,425
	<b>4,383</b>	<b>3,027</b>	<b>7,410</b>

## **6 Other Options**

6.1 This is a factual report setting out the provisional outturn. As such there are no other options. Members are of course able to suggest changes to the amounts appropriated to and from earmarked reserves, which would result in a compensating adjustment to the amount taken to or from general reserves.

## **7 Reasons for Recommendations**

7.1 As part of the year end processes, Members need to approve any appropriations to or from earmarked reserves. This report fulfils that purpose.

## **8 Corporate Implications**

### **8.1 Contribution to Council's Vision & Critical Priorities**

This report outlines the delivery of the Council's objectives and priorities in financial terms

### **8.2 Financial Implications**

As set out in the report

### **8.3 Legal Implications**

None

### **8.4 People Implications**

None

- 8.5 Property Implications  
None
- 8.6 Consultation  
None
- 8.7 Equalities Impact Assessment  
None
- 8.8 Risk Assessment  
None
- 8.9 Value for Money  
As set out in the report
- 8.10 Community Safety Implications  
None
- 8.11 Environmental Impact  
None
- 9 Background Papers**  
None
- 10 Appendices**  
None

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# Southend-on-Sea Borough Council

Agenda  
Item No.

**16**

Report of Corporate Director for Corporate Services

to  
**Cabinet**

on

**28<sup>th</sup> June 2016**

**Report prepared by:**

John Williams, Head of Legal & Democratic Services

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**Annual Report re the Regulation of Investigatory Powers Act 2000 (RIPA)**

**Policy & Resources Scrutiny Committee –  
Executive Councillor: Councillor Moring**

**A Part 1 Item**

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## **1. Purpose of Report**

To report on the Council's use of the surveillance powers available to it under the Regulation of Investigatory Powers Act 2000 ("RIPA") in respect of the period 1<sup>st</sup> April 2015 to the 31<sup>st</sup> March 2016 and to endorse the Council's "Policy and Procedures for undertaking Directed Covert Surveillance and the use of Covert Human Intelligence Sources".

## **2. Recommendations**

**2.1 To note that the Council has not used the surveillance powers available to it under RIPA between 1<sup>st</sup> April 2015 and the 31<sup>st</sup> March 2016 and neither has it used any covert human intelligence sources during this period.**

**2.2 To endorse the Council's "Policy and Procedures for undertaking Directed Covert Surveillance and the use of Covert Human Intelligence Sources" attached at Appendix 1 with the amendments highlighted.**

## **3. Background to RIPA**

**3.1 If a Council wants to carry out directed covert surveillance then:**

- (a) It must be in connection with the investigation of a criminal offence which attracts a maximum custodial sentence of 6 months or more, or involves the underage sale of alcohol or tobacco;

- (b) It must not be intrusive surveillance (only the Police can carry out intrusive surveillance inside a house or vehicle);
- (c) Such surveillance must be properly authorised internally. In particular authorising officers must be formally designated and trained – and only authorised and trained officers should carry out surveillance;
- (d) A Justice of the Peace must make an Order approving the grant of authorisation referred to in (c) above; and
- (e) There must be compliance with the Codes of Practice issued by the Home Office – and the Council’s own Policy & Procedures (see 3.3 below).

3.2 Similar requirements also apply if the Council wants to use a covert human intelligent source (CHIS).

3.3 In order to ensure that the Council acts legally and properly and complies with RIPA, it has put in place a “Policy and Procedures for undertaking Directed Covert Surveillance and the use of Covert Human Intelligence Sources” (**Appendix 1**).

This document (which is available on the internet and intranet) was originally produced in 2007 and has been subsequently updated to reflect legislation including the provisions of the Protection of Freedoms Act 2012, the RIPA (Directed Surveillance & Covert Human Intelligence Sources) (Amendment) Order 2012 and the minor recommendations in the last inspection report undertaken by the Office of Surveillance Commissioners in 2013.

Further minor amendments are now being proposed:

- to incorporate additional information on surveillance outside RIPA (Section 6);
- re the Internet and use of Social Media (section 8);
- to reflect the responsibilities of the Principal Legal Executive; and
- to improve clarity.

These amendments are highlighted in **Appendix 1** and need to be endorsed.

3.4 In the previous period between 1st April 2014 and the 31st March 2015 one covert surveillance operation was authorised under RIPA which related to an investigation to establish whether a person claiming Housing Benefit and Council Tax Benefit in respect of a property in Southend actually resided at the property.

In the period covered by this report between 1st April 2015 and the 31st March 2016 the Council has not used the surveillance powers available to it under RIPA.

No use has ever been made of a CHIS, but the Council is obliged to have appropriate Policy & Procedures in place.

- 3.5 In 2010 pursuant to Section 71 of RIPA, the Home Office issued a revised Code of Practice 'Covert Surveillance and Property Interference'. The Code provides that elected Members of a local authority should review the authority's use of the 2000 Act [RIPA] and it's Policy.

This report reflects this Code by providing details of surveillance undertaken and asking the Council to endorse the Council's "Policy and Procedures for undertaking Directed Covert Surveillance and the use of Covert Human Intelligence Sources" with the amendments highlighted (**Appendix 1**).

#### **4. Other Options**

None

#### **5. Reasons for Recommendations**

To comply with the Home Office Codes of Practice re RIPA.

#### **6. Corporate Implications**

##### **6.1 Contribution to Council's Vision & Corporate Priorities**

Excellent – Deliver targeted services that meet the identified needs of our community.

##### **6.2 Financial Implications**

None

##### **6.3 Legal Implications**

This report has been prepared to comply with Home Office Guidance on RIPA.

##### **6.4 People Implications**

None

##### **6.5 Property Implications**

None

##### **6.6 Consultation**

Internal only

6.7 Equalities and Diversity Implications

None

6.8 Risk Assessment

The Council's existing RIPA Policy and Procedures ensure any risks associated with surveillance or use of a CHIS are minimised.

6.9 Value for Money

N/A

6.10 Community Safety Implications

N/A

6.11 Environmental Impact

N/A

**7. Background Papers**

None

**8. Appendices**

**Appendix 1** – “Policy and Procedures for undertaking Directed Covert Surveillance and the use of Covert Human Intelligence Sources”



# Southend-on-Sea Borough Council

Agenda  
Item No.

**Report of the Corporate Director for  
People  
to  
Cabinet  
on  
28<sup>th</sup> June 2016**

Report prepared by: Brin Martin,  
Head of Learning

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## **Proposal for an Education Board to replace the existing Schools Forum**

**People Scrutiny Committee  
Executive Councillor: Councillor James Courtenay  
Part 1 (Public Agenda Item)**

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### **1. Purpose of Report**

This report is intended to raise awareness of the proposals to establish an Education Board within Southend on Sea to ensure that the Council can retain influence and leverage in education when the majority of school are no longer maintained. It sets out an indicative structure and governance arrangements for the Board. The Board will undertake the statutory functions currently discharged by the Southend Schools Forum, but in addition make strategic recommendations on broader education policy and strategy for the Council to consider.

### **2. Recommendations**

- 2.1 That Cabinet notes, comments upon, and approves the establishment of the Education Board.
- 2.2 That members require officers to work with the current Schools Forum to ensure efficient transition to a new Board.

### **3. Background**

Following the publication of the White Paper "Education Excellence Everywhere", matters concerning education and school outcomes are increasingly being devolved to school leaders. This proposal considers the establishment of an Education Board to improve its engagement with schools, academies, and other organisations involved in the provision of education and related services. An Education Board would both contribute to key priorities that will improve outcomes for children and young people in Southend, but also, working with partners, allow the Council to retain strategic influence of the school improvement agenda.

The purpose of this report is to describe the proposed structure, operating and governance model for an Education Board.

Attached in Appendix 1 is a PowerPoint presentation that includes a proposed structure diagram and remit for the Education Board.

#### **4. Proposed Structure**

The proposed structure diagram for the Education Board builds on the existence of the Schools Forum. This is currently a statutory body, with a specific school finance related constitution set in national regulations, specific decision making functions, and elected representation from all school phases/settings and interested bodies associated with the provision of education. The Schools Forum does not form part of the Southend Council Constitution.

Following the publication of the White Paper, we strongly believe that there is a continued need for a representative strategic partnership body to advise the Council on financial, policy and other educational matters.

The Schools Forum statutory consultation role re school revenue funding and contracted/SLA services may change but there is a wider education remit to advise the Executive Councillor for Children and Learning on matters such as (a) school performance, (b) resources, including school organisation/capital and admissions, (c) vulnerable learners and those with Special Educational Needs and Disabilities (SEND) and (d) business, skills and enterprise; all of which do not fall within the statutory Schools Forum role. Each of these would potentially have a sub group meeting periodically to discuss key issues and developments and would make recommendations to the Education Board itself.

The resources sub group above (b) would also function for issues that fall within the current Schools Forum statutory role to make recommendations to the Education Board for financial decisions that it cannot delegate.

The Board and sub groups would have wider representation other than Schools Forum membership to broaden engagement and develop representation. In order to ensure continuity and representation between sub groups and the Board, there would be overlap between the membership of sub groups and the elected representation on the Education Board.

The Headteacher associations executives, including academies, Southend Schools Governors Association and non-school education bodies (dioceses, early years, Unison, teacher unions, post 16 providers, university and commercial/businesses, Health) would also have strategic roles to appoint representatives and raise items and issues for the Education Board.

The structure diagram shows indicative representation on the Education Board. The Board would comprise current Schools Forum membership plus the Director for People, the Head of Learning and the Executive Councillor for Children and Learning, but without voting rights. In addition, the chairpersons of the Local Children's Safeguarding Board and the Corporate Parenting Group would also be invited as observers. Other non-school representatives might include nominations from universities, businesses, employers and commerce.

Lead officers from each of the sub groups would be associate members of the Education Board, and would attend as required to present reports.

Consideration will be required about the interface with other bodies, including the Success for All Group and People Scrutiny Committee. The structure diagram suggests an interface as and when required on matters of common interest. The proposals for the Education Board also include a quarterly report to Cabinet.

The timetable of decisions on financial matters that inform current Schools Forum agendas will need to be mapped against other strategic plans and reports in order that the structure of agendas for a future Education Board can be coordinated. It would also be necessary to ensure that if any sub groups are set up, the timing of those meetings fits in with Education Board meetings.

This report and attachments set out as draft proposals for the structure, operating model and governance of a future Education Board. The views of all stakeholders will be taken into account in any formal member decision process.

## **5. Summary of benefits of the proposal**

Should the Education Board be established, it will:

1. Allow the Council to retain an influence in broader education matters when it no longer directly accountable for the performance of any schools, thereby;
  - a. Allow the Board to shape priorities and targets going forwards;
  - b. Allow the Board to ensure clear linkage between available resource and shared priorities;
2. Establish a collaborative strategic body that can advise on matters of policy for Southend. The membership of this body would ensure sign up from constituent member organisations;
3. Continue with the further development of existing school and sector led improvement strategies;
4. Ensure an effective vehicle for two way consultation with all stakeholders and the Council;
5. Enable a mechanism for the broader dialogue regarding education from the start of life through to later life, including the skills agenda.

## **6. Other Options**

It would be possible in the short term to retain Schools Forum as it currently stands, although with National Funding it will increasingly lack influence. The Schools Forum will eventually no longer exist, and any formal relationship with schools and education providers would be lost at that point.

## **7. Reasons for Recommendations**

The rationale for the establishment of the Board is set out above.

## **8. Corporate Implications**

The interface with other Southend Borough Council and external partner's governance will need to be aligned.

#### 8.1 Financial Implications

The operational costs of the board can be met from within the existing £18k budgeted for the Schools Forum. This is part of the 'Schools Budget' funded by the Dedicated Schools Grant.

#### 8.2 Legal Implications

In the transition from a statutory School Forum to an Education and Skills Board, attention must be given to discharge the current statutory functions.

#### 8.3 People Implications

There would be a requirement to effectively administer the Board and sub groups.

#### 8.4 Property Implications

None

#### 8.5 Consultation

This paper will form the start of the consultation and engagement process for the transition to the Education Board.

#### 8.6 Equalities and Diversity Implications

None

#### 8.7 Risk Assessment

One of the risks of this sort of structure is that the Board could be seen simply as "rubber stamping" recommendations made by sub groups or that the reports just get minor revisions and go in full to the Education Board. This could make the agendas/meetings repetitious and unwieldy. There will always be some repetition because the decisions of the Schools Forum (Education Board) cannot be delegated and there is a requirement to consult all relevant members on matters that affect the funding of schools and other settings.

#### 8.8 Value for Money

The proposal to establish the Education Board will allow existing resources from the Council, schools themselves and from targeted national government grants to be combined to ensure effective commissioning and value for money.

#### 8.9 Community Safety Implications

None

8.10 Environmental Impact

None

**9. Background Papers**

None

**10. Appendices**

Appendix 1, Details of proposal

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Proposal to establish a Southend  
Education Board  
Executive Briefing 13<sup>th</sup> June 2016

Brin Martin  
Head of Learning

# Rationale

- To draw together education professional to act as a central strategic vehicle to inform on education matters
- To strengthen the partnership with key stakeholders with an interest in education across Southend
- To improve the visibility and leverage of education performance politically within the Council
- To ensure a mechanism that will continue to improve the outcomes for learners “after” the White Paper
- To embed school to school support (alongside residual LA statutory functions) in Southend



# Education Board

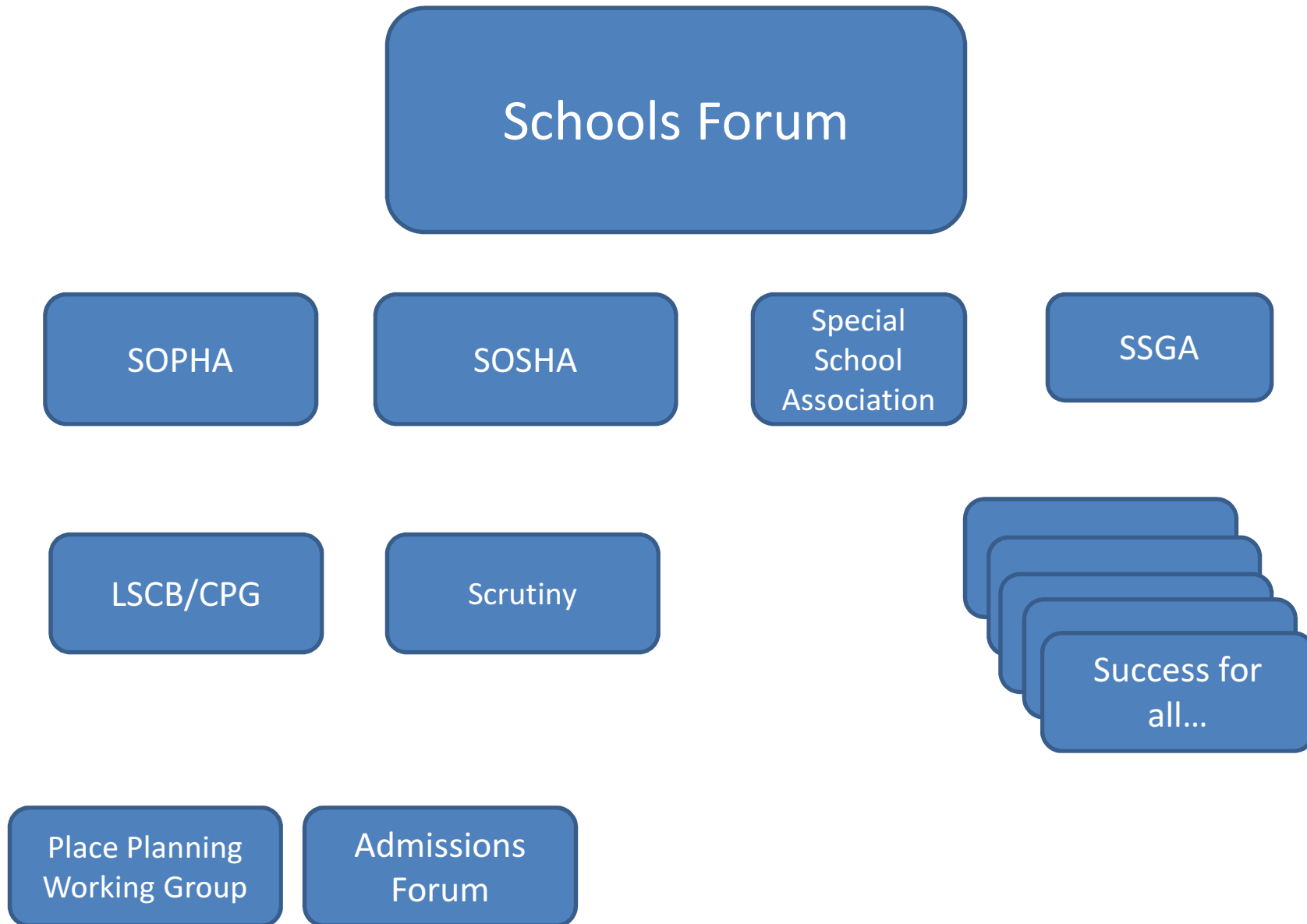
## Principles:

- Discharge statutory functions of Schools Forum
- Single, overarching consultation and engagement body
- Membership elected from constituent groups/stakeholders
- Non political, not part of Southend formal constitution

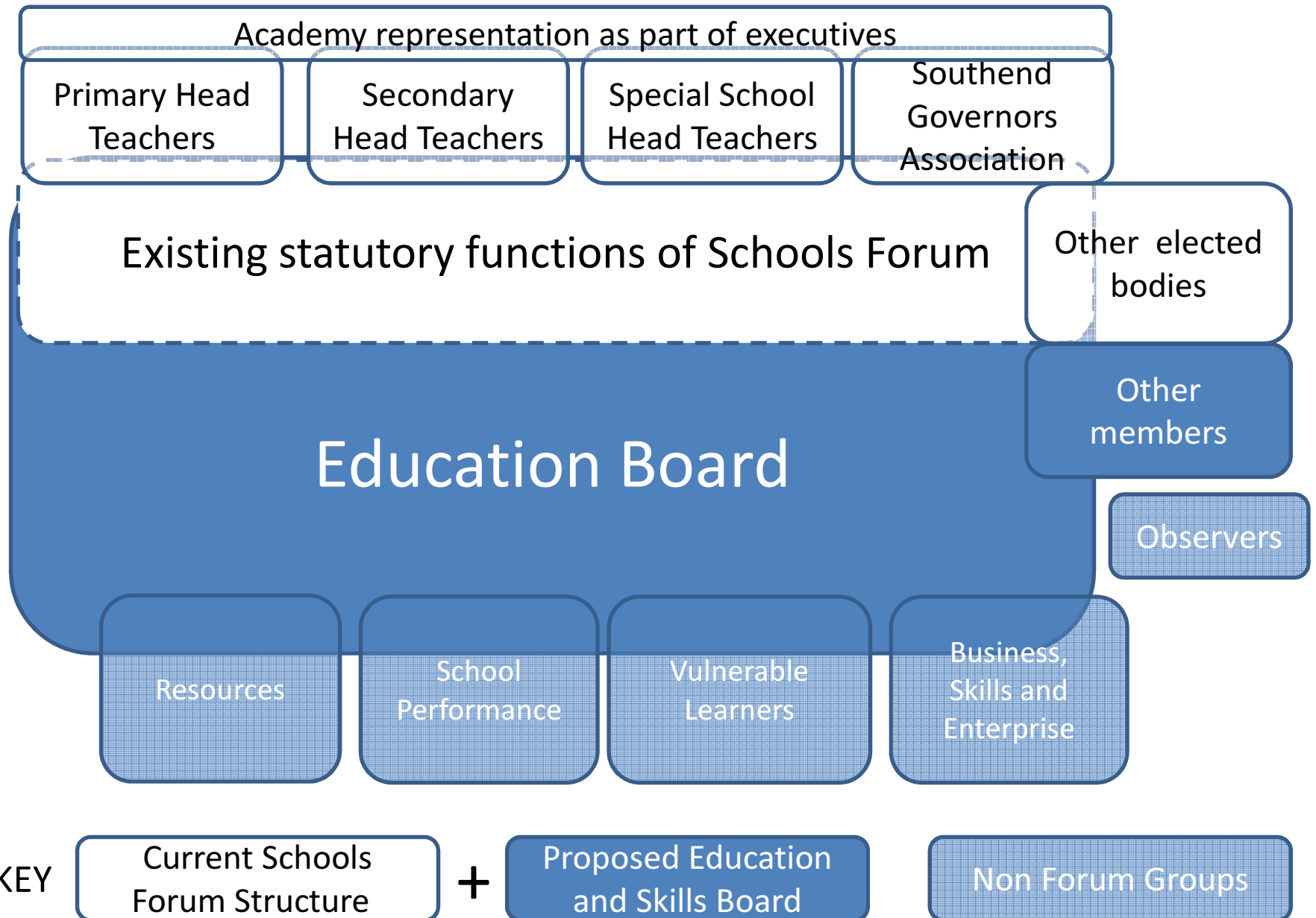
## Remit:

- Retain current School Forum specific statutory decisions
- Advise/recommend to Council on education matters
- Monitor agreed education priorities, performance, plans, resourcing and outcomes
- Consultation on policy and strategy

# Existing relationships



# Possible structure for an Education Board



# Proposed Board Membership

Statutory constitution representation:

Proportionate representation from primary secondary and special school representatives

Governor representation

Early Years representatives;

16-19 provider representative;

Professional association representative.

Additional representation for the Board :

Universities

Business , Employers and Commerce;

Health

Director People\*

Head of Learning\*

Officer lead representation from sub groups\*

Executive Councillor for Children and Learning \*

Observer status\*:

Chairman Corporate Parenting Group\*;

Chairman Southend Local Safeguarding Children's Board\*

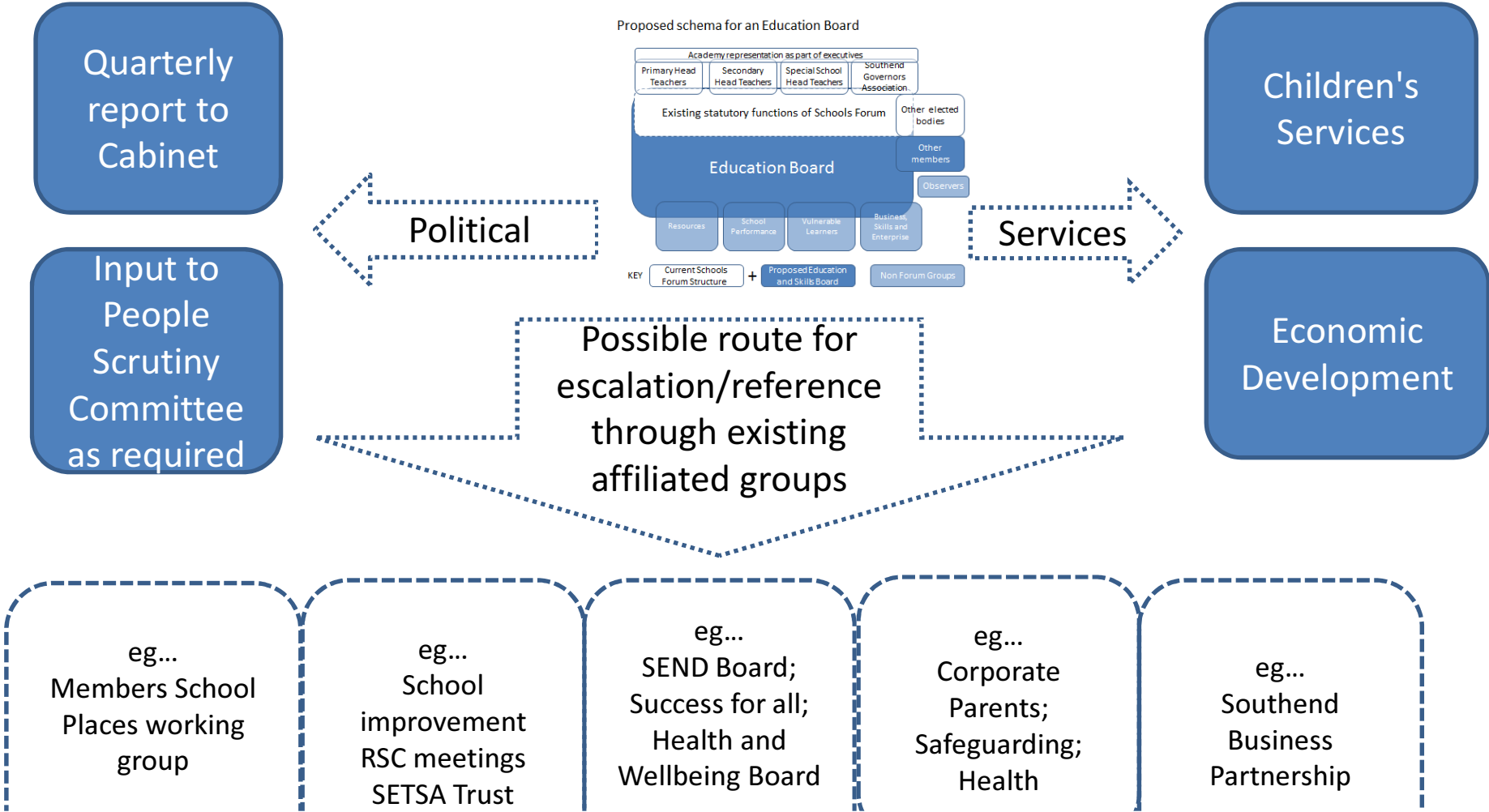
Clerk/Administration\*;

Press;

Public.

\*non voting

# Relationships to other bodies/boards/Services



# Possible sub group generic remit

- To both receive from and escalate to the Board;
- To undertake detailed operational scrutiny and reporting required by the Board;
- To undertake further work in relation to Board commissions, including potential task and finish groups;
- To monitor the performance outcome measures determined by Board in their area;
- To ensure clear linkage across sub group agendas and chairs;
- To actively engage with their constituent bodies;
- To ensure effective coordination of message and action from affiliated groups.

# School Improvement...

EEE April 17

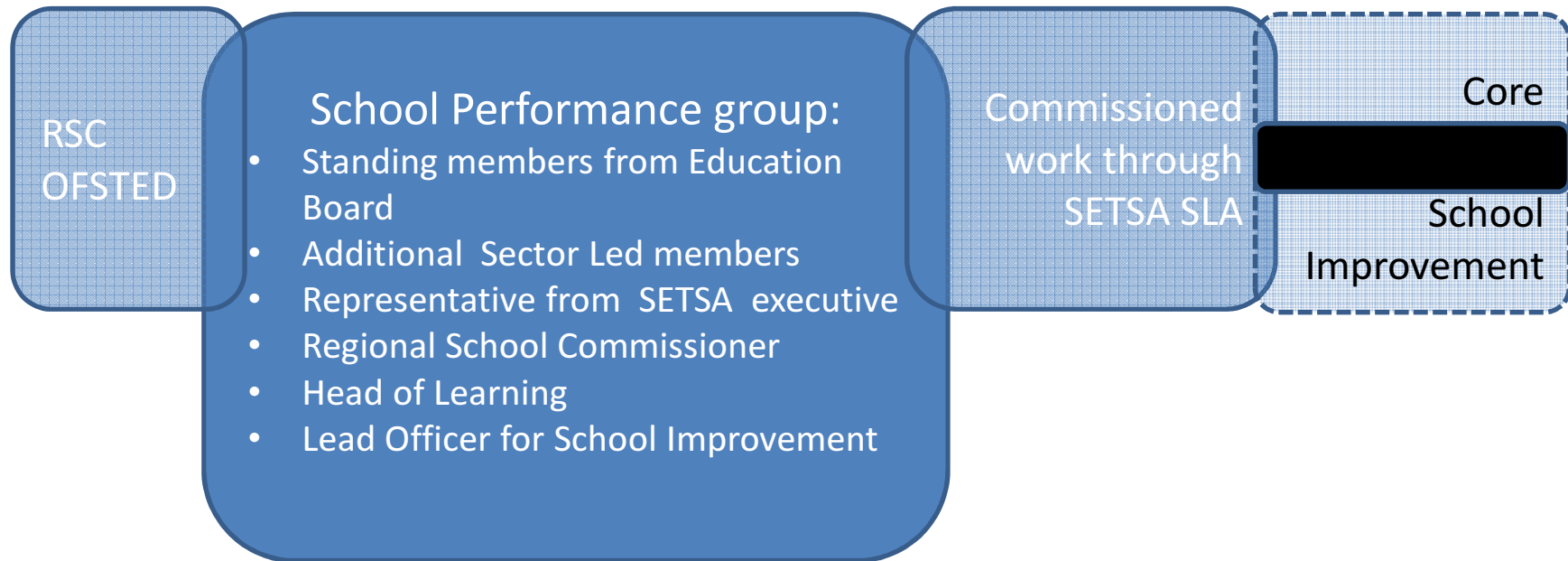
“ We will enable the best leaders to play a wider role by **transferring responsibility for school improvement from Local Authorities to school and system leaders...**”

EEEp73

Minister May 17

The academy programme **puts control of running schools in the hands of teachers and school leaders** - the people who know best how to run their schools... This system will allow us to tackle underperformance far more swiftly than in a local-authority-maintained system where many schools have been allowed to languish in failure for years.

# School performance sub group



## Outputs:

- Data collection and analysis leading to identification of priorities;
- Ownership of school improvement strategy and outcomes;
- Transparent categorisation of schools;
- Commissioning generic improvement activity **and** interventions;
- Monitoring, reporting, impact and evaluation review to Board



# Timeline

- Socialising the agenda with key stakeholder groups  
April/May 16
- Formal Consultation June 2016
- Cabinet 28<sup>th</sup> June 2016
- Formal establishment of Board Sept 2016
- First meeting of Board October 12<sup>th</sup> 2016
- **Phased** establishment of subgroups as soon as possible thereafter

# Recommendations

- That Executive Briefing note, comment upon, and approve the establishment of the Education Board
- That they require officers work with Schools Forum to ensure efficient transition to a new Board

# Southend-on-Sea Borough Council

Report of Corporate Director for Place

to  
**Cabinet**  
On  
28<sup>th</sup> June 2016

Agenda  
Item No.

Report prepared by: Dipti Patel – Head of Public Protection

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**Hackney Carriage Unmet Demand Survey 2015**  
**Environment & Economic Scrutiny Committee –Executive Council: Cllr Mark Flewitt**

**A Part 1 Public Agenda item.**

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## **1. Purpose of Report**

- 1.1 To consider the conclusions of a Hackney Carriage Demand Study 2015 undertaken by CTS Traffic & Transportation on behalf of this Authority.

## **2. Recommendation**

- 2.1 **That Cabinet agrees to maintain the authority's current entry control policy and maintains a limit of 276 Hackney Carriages.**

## **3. Background**

- 3.1 Section 16 of the Transport Act 1985 came into effect on 6 January 1986. It provides that the Licensing Authority may refuse an application for a taxi licence for the purpose of limiting the number of Hackney Carriages if, but only if it is satisfied that there is no significant demand for the services of Hackney Carriages within the area to which the licence will apply which is unmet.
- 3.2 The latest guidance provided by the Department for Transport (DfT) 'Best Practice Guidance'; for taxi licensing, restated that the DfT considers it best practice not to impose quantity restrictions. Where restrictions are imposed, the Department urges that the matter is regularly reviewed and considered.
- 3.3 As part of this authority's ongoing policy of limiting the issue of Hackney Carriage Licences, Unmet Demand Surveys were undertaken in 1988, 1990, 1996, 2001, 2009 and 2012.
- 3.4 The last of these surveys in 2012 also concluded that there was no significant unmet demand and it was decided by Cabinet to maintain the policy to limit numbers of Hackney Carriages and not to issue any further Hackney Carriage Vehicle licences.

- 3.5 In May 2015, the Authority commissioned CTS Traffic & Transportation to carry out a survey to assess whether or not there was significant unmet demand for the services of Hackney Carriages within the Borough.
- 3.6 The survey was carried out from July 2015 to November 2015. CTS Traffic & Transportation's Final Report (December 2015) has been placed in the Members Room for information. Members' attention is drawn particularly to page vii of the report which provides the Executive Summary, and pages 43 - 49 of the report which provides a Summary and Conclusions and Recommendations as a result of the survey. Attached at **Appendix 1** is the Executive Summary.
- 3.7 The 2015 report concludes that there is NO significant unmet demand for the services of Hackney Carriages in Southend.
- 3.8 The report goes on to make other recommendations in respect of public awareness of ranks and the potential to provide information boards at rank locations to assist the public. These matters will be considered outside the remit of this report.

#### **4. Other Options**

- 4.1 While the Unmet Demand Survey 2015 report recommends that the current limit on licences remains in place, the authority may consider other options, including agreeing to issue any number of additional plates as it sees fit, either in one allocation or a series of allocations OR to remove the numerical restriction currently in place.

#### **5. Reasons for Recommendation**

That the Unmet Demand Survey 2015 has identified that there is NO evidence of significant unmet demand for Hackney Carriages in Southend.

#### **6. Corporate Implications**

##### **6.1 Contribution to Council's Vision & Corporate Priorities**

The hackney carriage service contributes to the Safer and Excellent corporate priorities: Safe in respect of providing the only 24 hour transport service for residents and visitors, particularly during the late night / early morning period; Excellent in maintaining and improving transport availability within the borough.

##### **6.2 Financial Implications**

The recommendation does not place any financial burden on the authority. However it does reduce the opportunity for the council to generate additional income as the ability to manage demand and issue additional licences would be removed.

##### **6.3 Legal Implications**

The Department for Transport provides guidance that any Licensing Authority that imposes a restriction on numbers of hackney carriages undertakes to regularly review its considerations. The Unmet Demand Survey 2015 provides that review and supporting evidence for a decision to be taken. Any further DfT Guidance will be taken in to account in respect of reviewing this position.

#### **6.4 People Implications**

The hackney carriage service is seen as key in providing 24 hour transport services for the residents and visitors to Southend and in particular assists in the safe transport of passengers during the late night / early morning periods where other transport services are unavailable.

#### **6.5 Property Implications**

None.

#### **6.6 Consultation**

The Unmet Demand Survey included wide ranging consultation with the hackney carriage / private hire trade, the public, community representative groups and representatives of council services.

#### **6.7 Equalities and Diversity Implications**

The Unmet Demand Survey included Equality and Diversity considerations in consultation with the public and community representative groups, particularly in respect of wheelchair accessible vehicles (WAV), of which Southend's hackney Carriage fleet has 100 WAV out of 276 vehicles (36%).

#### **6.8 Risk Assessment**

The Unmet Demand Survey results and recommendations are considered valid / robust for a period of three year. A further survey will need to be commissioned after three years if the council agrees to continue to implement a policy of limiting hackney carriage numbers. Any future Department of Transport advice will be taken into account in consideration of variation to this review period.

#### **6.9 Value for Money**

The administration of the hackney carriage licensing service operates on a cost recovery basis.

#### **6.10 Community Safety Implications**

The hackney carriage / private hire service contributes to community safety in terms of it being the only 24 hour transport service for the residents and visitors to Southend and in particular assists in the safe transport of passengers during the late night / early morning periods where other transport services are unavailable.

#### **6.11 Environmental Impact**

The hackney carriage service is part of the integrated transport system for Southend and therefore contributes to the efficient and effective operation of public transport services across the borough, minimising the carbon footprint of transport services.

## **7. Background Papers**

7.1 Unmet Demand Survey Report 2015.

## **8. Appendices**

**Appendix 1-** Unmet Demand Survey 2015 – Executive Summary

## APPENDIX 1

### Executive summary

CTS Traffic and Transportation were appointed by Southend-on-Sea Borough Council to undertake their Demand survey 2015 on 29<sup>th</sup> May 2015. This report presents the results of all investigations undertaken to provide a database of robust information on which a decision can be taken by councillors in regard to the hackney carriage vehicle limitation policy. All research was undertaken in line with the current Department for Transport Best Practice Guidance (April 2010) and taking advantage of the extensive research undertaken by the Law Commission in their recent review of licensing.

Southend-on-Sea is a unitary authority with its own transport policy set within its own Local Transport Plan. This encourages licensed vehicles supporting the access that licensed vehicles can provide. This reduces social exclusion and enables everyone to be able to get around even when other public transport is not available. The LTP also supports adequate provision of rank facilities.

Hackney carriage policy sees a limit which has been retained since 1976 but with regular testing and issue of plates where necessary. The result has been equal growth in both the limited (hackney carriage) and non-limited (private hire) parts of the licensed vehicle trade – adequate evidence that the limit policy is in tune with market forces. Further, despite continued contraction in the overall demand for licensed vehicles in the area, the number of hackney carriages has not fallen giving a higher level of stability than might otherwise occur were market forces to apply to both sides of the trade.

The fleet currently sees WAV focussed on the hackney carriage fleet, but accessible by a wide range of methods since most are allied to one radio operator. Some hackney carriages remain independent but in general people in the area tend not to distinguish between the two parts of the trade as significantly as can occur in other areas. This is a benefit to the public.

300 hours of rank operation were observed at the ten main active ranks in the area. There are four ranks taking 80% of estimated weekly rank demand. London Road takes a third of trade, followed by Leigh Station (23%), Southend Victoria Station (13%) and Heygate Avenue (11%). Overall demand on the hackney carriage observed side is 9% lower than in 2009 but higher than that observed in the 2012 survey. This demonstrates there remains an impact of the recession in the area, but some signs of recovery. The fall in private hire vehicle numbers supports this conclusion.

The level of vehicles involved in providing the service to ranks was low – 23% of the fleet was observed active on the Friday of the survey. This confirms both spare capacity for rank service and a dominance of hackney carriages undertaking booked work. Initial industry standard ISUD index estimations suggested there was unmet demand, and that this was at a significant level. However, the occurrence of a major event on the Saturday, together with observations being during the third week of

Ramadan, led to sensitivity tests which demonstrated that in fact there were currently sufficient vehicles available to meet 'typical' levels of demand and only issues at times of more extreme demand levels.

299 people were interviewed in the streets across Southend-on-Sea including samples in Thorpe Bay and Leigh as well as around the town centre itself. The level of usage in the last three months of licensed vehicles at 45% was the same as in 2012. The average number of trips per person per month was 2.6 for all licensed vehicles and 2.2 for hackney carriages suggesting almost a one-tier system in Southend. This is confirmed by 18% saying they use ranks, 2% hailing and 79% booking vehicles by phone. It is also supported by the main company being phoned found to be the hackney carriage radio company – together with high loyalty to a small number of private hire or phone booking companies overall.

People knew and appreciated hackney carriages although nearly a quarter could not remember when they last used one. A high proportion – 10% - say they use hackney carriages almost daily. Most used ranks were well-known albeit by a wide range of colloquial names, suggesting there would be benefit in better advertising of ranks and their formal names. There was no significant demand for new rank provision.

Principal need for disability friendly vehicles focussed on the WAV style rather than any with other adaptations – supporting the current focus on increasing the level of such vehicles in the fleet. This might support a move towards a 100% WAV style fleet although any such policy change would need further focussed evaluation and consultation.

Stakeholders had positive views about licensed vehicle service, and there was a share between them phoning for vehicles for customers and being aware that their customers were able to get vehicles from ranks where these existed.

Trade response demonstrated good experience within the trade. It confirmed that the level of independents was low (6% not on any radio circuit). The average week from the sample was five to six days and 47 hours. Reasonable coverage of ranks was provided. Drivers supported the retention of the limit and also gave the reasons why they felt this was in the public interest.

Overall the hackney carriage and overall licensed vehicle market in Southend-on-Sea remains depressed following the recession. There is almost a one-tier system with a high proportion of bookings made with vehicles which are hackney carriage. People appreciate the service provided, the level of ranks, and reward this with loyalty to those providing the service. There is a high level of correlation between the action of market forces and the planned / evaluated growth on both sides of the trade.

The overall conclusion is that there is no significant unmet demand for the services of hackney carriages in Southend-on-Sea at this point in time. This conclusion covers both patent and latent demand. There is strong evidence to demonstrate that the limit policy is having benefit which is strongly in the public interest, although regular review of this is also essential (the next study should be within the three year recommended horizon).



# Southend-on-Sea Borough Council

Agenda  
Item No.

Report of Corporate Director for  
Place

to

Cabinet

on

28<sup>th</sup> June 2016

Report prepared by: Matthew Thomas, Team Leader  
Strategic Planning

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## Preparation of New Southend Local Plan for Southend on Sea

Place Scrutiny Committee  
Executive Councillor: Councillor Flewitt  
Part 1 (Public Agenda Item)

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### 1. Purpose of Report

- 1.1 To seek Member endorsement for the preparation of a new Local Plan for Southend on Sea, which will include long term housing targets, which will replace, once adopted, the Southend on Sea Core Strategy (2007) and supersede associated local development documents.
- 1.2 To outline the recent changes to national policy which have increased the need to commence early preparation of a Local Plan and endorse financial support for this.
- 1.3 To outline a list of key evidence base documents, which may need to be produced by Southend Borough Council to support the preparation of a new Local Plan.
- 1.4 To seek Member agreement to delegate authority to the Corporate Director for Place in consultation with the Executive Councillor for Planning and Housing to make necessary amendments which may be required, and agree a draft Local Plan and associated documentation for all statutory public consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) 2012 Regulations “the 2012 Regulations”.

### 2 Recommendations

- 2.1 **That Members agree preparation of the new Southend on Sea Local Plan as a corporate priority, which will provide a positive planning framework to manage and guide regeneration and development in Southend on Sea over at least the next 15 year period.**
- 2.2 **That Members note that preparation of a new Local Plan for Southend on Sea, which will include a financial and human resource commitment on**

**behalf of the Council to facilitate delivery of a robust, long term strategic planning policy document, in a timely manner.**

- 2.3 That Members note that the new Southend on Sea Local Plan will replace, once adopted, the Core Strategy and associated local development documents, where indicated.**
- 2.4 That Members agree that a number of key evidence based documents be produced to support preparation of the new Southend on Sea Local Plan, including an environmental constraints and green belt review at an early stage.**
- 2.5 That Members agree to delegate authority to the Corporate Director for Place in consultation with the Executive Councillor for Housing, Planning and Public Protection to make necessary amendments which may be required, and agree a draft Local Plan and associated documentation for all statutory public consultation under Regulation 18 of the Town and Country Planning Regulations (Local Planning) (England) 2012.**

### **3 Background**

#### **The Importance of the Development Plan**

- 3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications should be determined in accordance with the adopted development plan unless material considerations indicate otherwise.
- 3.2 In March 2012 the Coalition government published the National Planning Policy Framework (NPPF). The NPPF sets out the Government's planning policies for England and Wales. The NPPF must be taken into account in the preparation of local planning documents and is a material consideration in all planning decisions. The NPPF does not change the statutory status of the development plan as the starting point for decision making.
- 3.3 The NPPF stresses the importance of having a planning system that is plan led. It states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. Paragraph 14 sets out a presumption in favour of sustainable development which means approving development proposals that accord with this development plan without delay; and where the development plan is absent, silent or the relevant policies are out of date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, which assessed against the framework; or specific policies in the framework indicate development should be restricted.
- 3.4 The importance of the development plan has recently been emphasised in the Government's 'Productivity Plan' which was published as part of the July 2015 Budget. In relation to planning powers, the Plan states that it is vital that local authorities use their powers to put in place local plans that set the framework for the homes and jobs local people need. It stated that Government would take further action to ensure that local authorities put local plans in place a set

deadline. The Secretary of State for Communities and Local Government will intervene for those local authorities that do not produce a local plan.

### **The Existing Development Plan for Southend on Sea**

- 3.5 For the purposes of Section 38 of the Planning and Compulsory Purchase Act 2004, the adopted Development Plan for Southend on Sea currently comprises:
- Southend on Sea Core Strategy (December 2007)
  - London Southend and Environs Joint Area Action Plan (JAAP) (December 2014)
  - Southend on Sea Development Management Document (July 2015)
  - Essex County Council and Southend-on-Sea Borough Council Waste Local Plan (September 2001)
  - Southend on Sea Borough Local Plan Saved Policies – (Adopted 1994)
  - Southend Central Area Action Plan (SCAAP) Preferred Approach (December 2015)
- 3.6 The Southend on Sea Borough Local Plan was adopted in 1994, and a number of its policies were saved in 2007 to ensure that they remained part of the development plan prior to the adoption of a new plan. Some of these were replaced by the Southend on Sea Core Strategy and Development Management Document, but a number of them still remain valid.

### **Existing Development Plan Status and the need to prepare a new Local Plan for Southend on Sea**

- 3.7 Southend-on-Sea has an adopted Core Strategy Development Plan Document (DPD1). Policy KP1 of the Core Strategy sets out the Council's spatial strategy relating to growth. The primary focus for regeneration and growth within Southend is the Town Centre and Central Area, with appropriate additional regeneration and growth being focussed on the seafront and Shoeburyness.
- 3.8 The Core Strategy sets out the strategic priorities, including delivery of housing in Southend to 2021. This housing demand was tested at the strategic level before an allocation for the period (2001 to 2021) was agreed for Southend by a planning inspector, taking account of any adverse impacts and protected sites, as well as moderating it against other relevant constraints. This is consistent with the approach outlined in the NPPF. National Planning Practice Guidance (NPPG) acknowledges in paragraph 036 (Reference ID: 3-036-20140306) that 'housing requirement is set at the starting point of the plan, which can be earlier than the date the plan is adopted', as was the case with the Core Strategy.
- 3.9 The Core Strategy preferred approach was selected by the community above all other reasonable alternatives; this being to deliver regeneration of the existing urban area with a focus on the town centre, where a significant proportion of housing would be delivered over the plan period. The delivery of a significant portion of this housing is being taken forward through the Southend Central Area Action Plan (SCAAP). In addition, saved policies in the Borough Local Plan include proposals sites for delivery of housing both within the central area and wider Southend.

- 3.10 The Southend on Sea Borough Local Plan saved policies pre-date the existing planning system and the NPPF. Even so, it is still applied alongside the post-NPPF Southend Development Management Document and JAAP and the Core Strategy. As such the plans remain the principle documents of the Development Plan for the Borough. Recent case law has acknowledged that it would be unreasonable to expect all the planning documents of a Council to provide a seamless comprehensive and continuously up-to-date palette of planning policies and proposals (*Oxted Residential Ltd v Tandridge District Council [2015] EWHC 793*).
- 3.11 The NPPF also states in paragraph 211 that “for the purposes of decision-taking, the policies in the Local Plan should not be considered out of date simply because they were adopted prior to the publication of this Framework [in March 2012]”. The Council considers that the policies within the Core Strategy are consistent with the NPPF, seeking to deliver sustainable development that reflect the vision and aspirations of the local communities and was prepared using adequate, up to date and relevant evidence about economic, social and environmental characteristics and prospects of the area. Nevertheless, it is acknowledge and in line with Government policy there is still a need to review and update these policies where necessary, to ensure that they meet the sustainable development needs of the Borough beyond 2021.

*Government’s aim to get Local Plans in Place*

- 3.12 A Written Statement on Local Plans made by Brandon Lewis (Minister of State for Housing and Planning) in July 2015 stated that the Government will use sanctions, if required, to intervene where local planning authorities are not making sufficient progress in preparing new local plans. It states:

*“we will publish league tables setting out local authorities’ progress on their Local Plans. In cases where no local plan has been produced by early 2017 – five years after the publication of the NPPF – we will intervene to arrange for the Plan to be written, in consultation with local people, to accelerate production of a Local Plan”.*

- 3.13 The strong implication, because to date there has not been a full clarification, is that by the end of March 2017 Local Plans need to be at least at the second statutory stage of the Local Plan examination process – known as ‘Submission stage’. This is the point at which the Local Plan may be deemed to have been ‘written’ by the local planning authority, though it will still be subject to an examination in public by an independent planning inspector.
- 3.14 It is clear that the Government is serious in its intent to ensure that Local Plan coverage is maximised as soon as possible. The Prime Minister’s announcements in October 2015 reiterated and reinforced previous Government announcements on the importance of Local Plans being in place to provide certainty for local communities on the locations for significant housing growth to support economic development.
- 3.15 The Housing and Planning Act (2016), currently at the committee stage in the House of Lords, contains measures that would allow the Secretary of State to require a local authority to produce a plan or fund its preparation, as part of an

intervention where no plan has been produced by early 2017. However, significantly, the Bill does not specify the circumstances in which this would happen. Even so, the imperative is for local planning authorities to take pragmatic steps to ensure that their Local Plan is progressed to a certain point by March 2017.

- 3.16 The Government's timetable for producing Local Plans does, however, offer some flexibility in the content and scope of the Local Plan. Local planning authorities are encouraged to make progress with Local Plans that meet the key criteria of the NPPF, but can commit to an early review of a consequently adopted Local Plan to enable, for example, further site allocations that contribute to meeting the objectively assessed needs for the area over a longer time period to be considered and tested through the plan-led process. To this effect, the Brandon Lewis' Written Statement included the following paragraph:

*“As we have made clear in planning guidance a commitment to an early review of a Local Plan may be appropriate as a way of ensuring that a Local Plan is not unnecessarily delayed by seeking to resolve matters which are not critical to the plan's soundness or legal competence as a whole. The Planning Advisory Service has published a note on where Local Plans have been found sound, subject to early review, which local authorities should consider.”*

- 3.17 Interestingly, the Ministerial Statement also reveals that:

*“Since the Planning and Compulsory Purchase Act 2004, local authorities have had more than a decade to produce a Local Plan. Most have done so – 82 per cent of authorities have published a Local Plan. Action is required to ensure that all local authorities meet the standards already achieved by the best.”*

If 82% of authorities that have published Local Plans, in the absence of further clarity, it may well be that the adoption of the Core Strategy has already ensured that the Southend Borough Council has produced a Local Plan by early 2017. However, in any event, the Core Strategy, along with the other components of the current Development Plan may not be considered to be fully NPPF compliant in the future and therefore its replacement by a new Local Plan is still necessary.

### **Scope of the Southend on Sea new Local Plan**

- 3.18 A local plan is a statutory policy document that sets out the spatial strategy and policies for a local authority to address housing supply, including the delivery of affordable housing; support growth in jobs and business; regenerate and encourage investment in the town centres and other areas; deliver supporting infrastructure (such as public transport, utilities, school places, health and other community facilities and space for leisure and recreation); achieve the highest quality in design and conservation of the built environment; protect and enhance residential amenity; and support the principles of sustainable development, including adaptation to, and mitigation of, climate change. The process for preparation of the Local Plan is set out in legislation (see **Appendix A** for a diagrammatic illustration of the planning process from preparation to adoption).

The National Planning Policy Guidance (NPPG) states that a Local Plan should make it clear **what** is intended to happen in the area over the life of the plan, **where** and **when** this will occur and **how** it will be delivered. Local plans should be tailored to the needs of each area in terms of their strategy and the policies required. Plans should focus on the key issues that need to be addressed and be aspirational, but also realistic and deliverable in what is proposed. In essence, the main scope of the plan should be as follows:

- site specific allocations including residential and employment uses;
- detailed development management policies against which planning applications will be determined;
- identification, phasing and implementation of local infrastructure;
- boundaries of retail centres;
- historic conservation, open space and nature conservation policies and designations; and
- policies map.

3.19 The NPPF makes clear that the Government's preferred approach is for each local planning authority to prepare a single Local Plan for its area (or a joint document with neighbouring areas) rather than a suite of documents, as with the existing Local Development Framework (now collective known as a 'Local Plan'). While additional local plans can be produced, for example, a separate site allocations document or Area Action Plan, there should be a clear justification for doing so.

#### *Planning for Housing*

3.20 A key objective of the NPPF is to 'boost significantly the supply of housing'. In undertaking reviews of housing need local authorities must now base their assessment of future needs on the most recent and up-to-date population, household and demographic information produced by Office of National Statistics (ONS)

The 2012 sub-national household projections (SNHP) were released in February 2015, representing a new official dataset published by the Department for Communities and Local Government. This forms, according to the NPPG, the 'starting point' for assessing housing need. The NPPG also suggests that this 'starting point' may require adjustment, based on factors affecting local demography and household formation rates.

3.21 Table 1 shows the projected growth in population and households across Thames Gateway South Essex (TGSE) and for each constituent authority. This shows change over the period from 2014 to 2037.

**Table 1: 2012 Population and Household Projections 2014 – 2037 (DCLG)**

	Change 2014-2037		Households	%	Average per year	
	Population	%			NetMigration	Dwellings
Basildon	26,766	15.0%	14,900	19.9%	351	659
Castle Point	10,327	11.6%	6,368	17.1%	702	286
Rochford	10,560	12.5%	5,934	17.3%	474	265
Southend-on-Sea	30,394	17.2%	18,528	24.1%	841	848
Thurrock	37,511	23.1%	18,586	28.8%	396	828
<b>TGSE</b>	<b>115,558</b>	<b>16.7%</b>	<b>64,316</b>	<b>22.4%</b>	<b>2,764</b>	<b>2,886</b>

Source: Edge Analytics

3.22 Across TGSE, it is evident that the 2012-based projections expect considerable growth in both population and households. The scale of population growth (16.7%) is higher than projected growth of 14.6% for England, with the 22.4% growth in households in TGSE also comparable to the projected growth rate of 21.3% for England.

3.23 These projections form the ‘starting point’ to assist with identification of an ‘objectively assessed need’ (OAN) figure and a Strategic Housing Market Assessment (SHMA). One is being prepared for South Essex authorities, will establish the OAN figure for TGSE and each constituent authority, in line with policy and guidance in the NPPF and NPPG.

3.24 NPPF in paragraph 14, states that:

*“Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to change unless:*

- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- *specific policies in this Framework indicate development should be restricted.*

3.25 The NPPG reveals that there is a clear distinction between the ‘objective assessment of need’ and the development of planning policy housing targets. As such it states that:

*“The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans”.*

3.26 Establishing a future need for all housing is not an exact science. The OAN is essentially a technical exercise which may be a single figure, or it may be a minimum-maximum range – which if possible should include a preferred figure. Either way, the evidence base should set out the main uncertainties behind the assessed housing need and how they may be resolved through monitoring and

future plan reviews. It is vitally important that the OAN is not constrained or reduced/ manipulated artificially as this would result in unsound plans and grounds for appeal.

- 3.27 **The plan's housing target, or 'requirement', will not necessarily equal the OAN.** Three considerations come between the OAN and the target, as set out below. These are essentially determined by the plan making process, involving key stakeholders, the community and in co-operation with neighbouring authorities:
- the area's deliverability and sustainable supply capacity (this may include the availability of sites and examination of the Green Belt and other constraints);
  - cross-boundary unmet need; and
  - the authority's wider policy objectives, e.g. higher job growth (Nb. This factor can only be used to increase OAN).

*Risks associated with not planning for housing*

- 3.28 National policy and guidance states that local planning authorities should have an identified five-year housing supply at all points during a plan period. Housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five year supply. It reveals that considerable weight should be given to the housing requirement figures in adopted Local Plans, which have successfully passed through the examination process, unless significant new evidence comes to light. Even so, evidence which dates back several years, such as that drawn from revoked regional strategies, may not adequately reflect current needs. (NPPG; Paragraph: 030; ID: 3-030-20140306).
- 3.29 Without an up-to-date and demonstrable 5 year housing land supply, the total number (and location) of houses to be developed in an area may be taken out of the control of the local authority, as described in paragraph 14 of NPPF, leading to a situation where there is 'planning by appeal'. This may also make it more difficult for the Council to apply other adopted planning policies.
- 3.30 Nevertheless, importantly for Southend, national guidance outlines that 'Unmet housing need is unlikely to outweigh the harm to the Green Belt and other harm to constitute the "very special circumstances" justifying inappropriate development on a site within the Green Belt.' (Paragraph: 034 Reference ID: 3-034-20140306) However, as part of the plan making process, the appropriateness of the current green belt should be examined to understand if it still fulfils its policy objectives, especially if the Council is unable to meet a large proportion of its identified OAN.

**Duty to Co-operate: Policy and Legislative Framework**

- 3.31 The NPPF states that local authorities have a 'Duty to Co-operate' (DtC) on planning issues that cross administrative boundaries. The Planning and Compulsory Purchase Act (2004) also requires local authorities to engage constructively with neighbours.
- 3.32 The NPPF states that the required outcome of the DtC is that, through this constructive process, it should enable:



“Local planning authorities to work together to meet development requirements which cannot be met within their own areas”.

- 3.33 The DtC is not a duty to agree. However, local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination. This includes member level co-operation.
- 3.34 In respect of housing, the NPPF makes clear that local planning authorities should meet their own housing need and meet the needs of other authorities in the same housing market area, as far as is consistent with the policies set out in the NPPF (i.e. there is sustainable capacity to do so). However, local planning authorities are not obliged to accept the unmet needs of other planning authorities if they have robust evidence that this would be inconsistent with the policies set out in the NPPF, for example, green belt policies or other environmental constraints. These constraints should be examined robustly and transparently as part of a Councils evidence base, particularly if a Council is unable to meet a large proportion of its OAN.

### **Statutory Requirements and Stages in new Local Plan Preparation**

- 3.35 It is a statutory requirement for the Local Plan to be prepared in accordance with the relevant primary and secondary legislation i.e. the Planning and Compulsory Purchase Act 2004, as amended, and the Town and Country Planning (Local Development) (England) Regulations 2012, as amended. These regulations prescribe the form and content of plans and the procedure to be followed in their preparation. The Regulations set out the statutory stages including the nature of public participation and the requirements for publications and submission of documents, including the length of the representations period (**See Appendix A**).

### **Evidence Base**

- 3.36 Appropriate and proportionate evidence is essential for producing a sound local plan, and paragraph 158 onwards of the NPPF sets out the types of evidence that may be required by topic. NPPG provides more detailed guidance on evidence base. It is not a prescriptive list; the evidence should be focused tightly on supporting and justifying particular policies in the Local Plan. The evidence base required for each Local Plan will vary depending on the scope of the Plan and the nature of the local area. Evidence of cooperation under the legal undertaking of DtC and consideration of different options, which is assessed by sustainability appraisal, for meeting development needs are also important for the process, especially at examination in public.
- 3.37 A list of technical evidence which may be required includes *inter alia*:
- Economic Development Assessment
  - Employment Land Review
  - Strategic Housing Land Availability Assessment
  - Strategic Housing Market Assessment
  - Call for Sites including Assessment of Site Viability

- Heritage Study (and Character Assessment)
- Landscape (Green Belt) and Visual Impact Assessment
- Town Centre and Retail Study
- Strategic Flood Risk Assessment
- Whole Plan Viability Assessment
- Equalities Impact Assessment
- Habitats Regulations Assessment
- Sustainability Assessment/Strategic Environmental Assessment
- Revised Community Infrastructure Levy
- Statement of Community Involvement
- Gypsy, Traveller and Showpeople Assessment
- Infrastructure Delivery Plan (including transport and Green)
- Car Parking Study and Strategy

## **Conclusion**

- 3.38 It is essential the Council commences preparation of a Southend Local Plan to ensure its housing targets are 'up-to-date', in conformity with new government guidance, and the Council can effectively monitor housing delivery and regularly update its 5 year land supply position. Failure to do so may result in planning decisions being taken out of the Councils hands, as decisions are determined through the appeal system.
- 3.39 There will be added complexity to the plan making process when a new OAN is defined for Southend as part of the TGSE SHMA. It may be argued that this should form the basis of our 5 year supply target, prior to a new Local Plan being adopted. This OAN for Southend is likely to be very challenging to meet as it does not consider any applicable local constraints. However, the Council would contend that the existing Core Strategy housing targets represent the current identified sustainable capacity of Southend until the plan is formally reviewed.

## **4. Other Options**

- 4.1 A failure to undertake preparation of a new Local Plan would result in the Council becoming increasingly unable to positively influence the scale, nature and location of change within Southend on Sea. This would lead to the potential increase in the risk of "planning by appeal" with the responsibility for decision making in effect being passed from the Council and the local community to both the Planning Inspectorate and the Secretary of State. It would also likely that the Council would also incur increasing costs in attempting to defend refusals of planning permission based on an increasingly older Core Strategy and evidence base.
- 4.2 The preparation of a new Southend on Sea Local Plan is the only option which would allow for the proper consideration of a range of spatial options and policies which address more recent changes in national and regional planning policy, including the need to identify land to meet future housing and employment land requirements.

## **5. Reasons for Recommendations**

- 5.1 To ensure the expeditious production of a new Local Plan for Southend on Sea and associated evidence base to manage and guide future growth and development in Southend on Sea in a positive and timely manner, where the Council has control of decision making in the public interest as representatives of the local community.

## **6. Corporate Implications**

### **6.1 Contribution to Council's Vision & Corporate Priorities**

The successful delivery of the Local Plan will contribute to the fulfilment of a significant number of spatial elements of the Council's vision and priorities as laid down in The Southend-on-Sea Community Plan 2010-2020, for example, in relation to town centre and central seafront regeneration, and improving economic prosperity, health, education, green space, design, flood risk among others.

### **6.2 Financial Implications**

Financial input is necessary to fulfil the requirements of all statutory stages in the preparation and delivery of the Local Plan. It should be noted that taking a development plan document through to adoption does have significant financial implications owing to the statutory process which has to be adhered to.

It is anticipated that the Local Plan Review will take three years to progress to adoption. It will be necessary to provide a bespoke budget for the work. Because it is not established at this early stage the extent of the commitment it is proposed to prepare a business case on an annual basis until more detailed timetable and project plan has been prepared that would enable an overall budget to be set for the work.

### **6.3 Legal Implications**

To establish a housing target each local authority will need to engage under the Duty to Co-operate in the Localism Act.

It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters.

The duty to cooperate is not a duty to agree. But local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination.

Local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. If a local planning authority cannot demonstrate that it has complied with the duty then the Local Plan will not be able to proceed further in examination.

Local planning authorities will need to satisfy themselves about whether they have complied with the duty. As part of their consideration, local planning authorities will need to bear in mind that the cooperation should produce effective and deliverable policies on strategic cross boundary matters.

The status of a Local Plan is prescribed in Section 38(6) of the Planning and Compulsory Purchase Act 2004 which gives primacy to the development plan. It states:

“If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”

As such having an up to date Local Plan in place allows the local authority to plan positively and direct development to those sites and locations that are in accordance with the Council Strategy for regeneration and growth. It will provide the authority with the framework to robustly defend planning decisions at appeal.

#### 6.4 People Implications

Significant staff resources from the Strategic Planning Team will be required in order to produce the Local Plan. Support from the Department of Place Business Support Unit will also be required particularly with regards to the public consultation.

#### 6.5 Property Implications

A new Local Plan will provide planning policy for all land in the Borough, including Council owned assets.

#### 6.6 Consultation

One of the key elements of the local planning system is the recognition of the need for the earliest and fullest community involvement in the preparation of new planning documents. The local plan will be subject to statutory consultation under the Regulation 17 and 18 of the 2012 Regulations. In addition it will be subject to an examination in public held by an independent government appointment planning inspector to consider when it is ‘sound’ and may be put forward for adoption by the Council.

#### 6.7 Equalities and Diversity Implications

An equalities impact assessment will be produced for the Local Plan. The public consultation will give the opportunity for different sections of the community to input into the plan making process.

The consultation process will be carried out in accordance with the Council’s Statement of Community Involvement (2013).

## 6.8 Risk Assessment

The Timetable for Local Plan preparation is challenging. Significant staff resources within the Planning Group will be required in order to take forward the Plan through its examination stages (as well as the Southend Central Area Action Plan (SCAAP) and Southend and Essex Waste Plan which are on-going).

If this Local Plan were not to be published and taken forward to adoption, the absence of the planning policies may result in inappropriate development taking place within the local authority area and there would be a potential impact on the green belt to meet future housing supply, if the Government guidance changes in the coming years towards its protection. In addition there would be no policy to manage strategically the development of key sites and infrastructure, as well as having adopted planning policy to help secure Government and European funding such as has been achieved for the London Southend Airport and Environs Joint Area Action Plan (JAAP) and SCAAP.

## 6.9 Value for Money

It is believed that there will be significant beneficial impacts on value for money, by carrying out the work proposed using in-house resources wherever possible. It will bring significant benefits in terms of experience and expertise which would not be gained otherwise.

It will also provide adopted planning policies which may be used to promote applications funding from Government and European sources, to help deliver needed infrastructure in the borough.

## 6.10 Community Safety Implications

The Local Plan will seek to improve the natural and built environment (including designing out crime in development and the public realm) thereby contributing towards improving community safety.

## 6.11 Environmental Impact

### *Sustainability Appraisal*

A Sustainability Appraisal is an assessment of the potential significant social, environmental and economic impacts of development and forms an integral part of the plan making process. It ensures that all policies and proposals are prepared with a view to contributing to the achievement of sustainable development. This appraisal has been used to assist decision-making and identification of the most sustainable policies to take forward.

### *Habitats Regulations Screening Report*

Southend-on-Sea and the surrounding districts are home to a number of important designated sites for nature conservation. Habitats screening is an assessment of the potential significant effects of a policy on European Sites designated for their nature conservation importance. These include Special

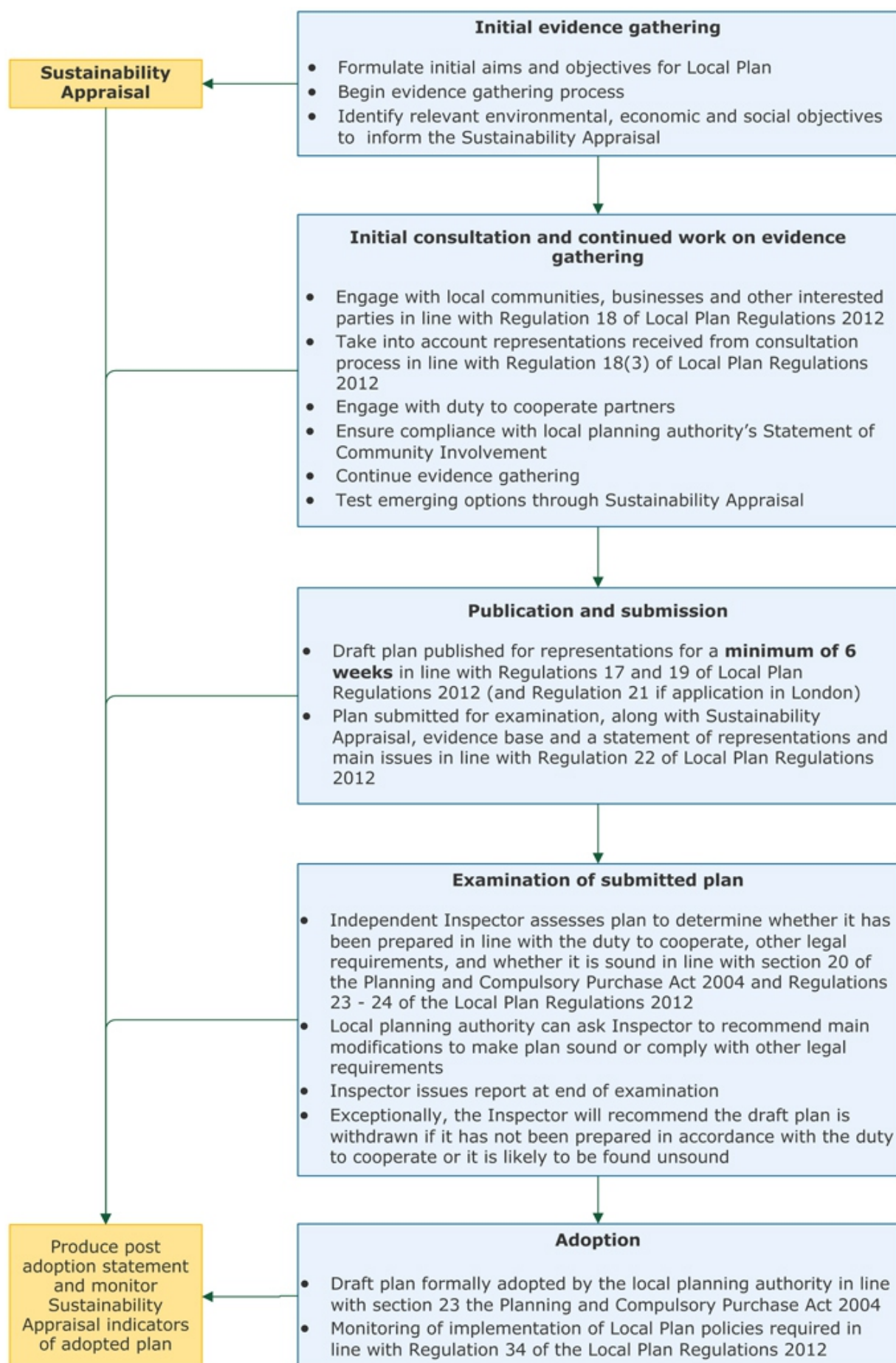
Areas of Conservation, Special Protection Areas, and international Ramsar sites. A policy should only be approved after determining that it will not adversely affect the integrity of such sites. Each policy has been assessed for any significant impacts on European sites within or outside the Southend-on-Sea.

## **7. Background Papers**

- 7.1 The Town and Country Planning (Local Development) (England) Regulations 2012.
- 7.2 Planning and Compulsory Purchase Act 2004.
- 7.3 Ten key principles for owning your housing number- finding your objectively assessed needs (April 2013).
- 7.4 Planning Practice Guidance.
- 7.5 Localism Act 2011.
- 7.6 National Planning Policy Framework (2012).
- 7.7 Housing and Planning Act (2016).

## **8. Appendices**

### **Appendix A – Diagrammatic Illustration of Plan Preparation Process**



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# Southend-on-Sea Borough Council

Agenda  
Item No.

Report of Corporate Director for Place

to  
**Cabinet**  
on  
28<sup>th</sup> June 2016

Report prepared by: Mark Sheppard and Matthew Thomas  
(Strategic Planning)

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## Southend Central Area Action Plan (SCAAP) – Revised Proposed Submission Document

Place Scrutiny Committee  
Executive Councillor: Councillor Flewitt

### *A Part 1 Public Agenda Item*

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#### **1. Purpose of Report**

- 1.1 To seek Cabinet endorsement of the Essex and Southend Central Area Action Plan (SCAAP), prior to consideration at Full Council on 21<sup>st</sup> July 2016.
- 1.2 To agree response to previous consultation comments on earlier iterations of the SCAAP, as set out in the accompanying Consultation Statement.
- 1.3 To seek agreement to carry out statutory public consultation for a minimum of 6 weeks on a Publication version of the SCAAP.
- 1.4 To seek agreement to then prepare and submit the SCAAP to the Secretary of State for examination in public.

#### **2. Recommendation**

- 2.1 **Approve the Revised Proposed Submission version of the SCAAP (Appendix 1) and associated Policies Map (Appendix 2) to be published for public consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.**
- 2.2 **Note and endorse response to the consultation comments received on earlier iterations of the SCAAP, as set out in the accompanying Consultation Statement at (Appendix 3).**
- 2.3 **Approve the SCAAP to be submitted to the Secretary of State, prior to Examination in Public, under Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012.**

**2.4 That the Corporate Director for Place in consultation with the Executive Councillor for Housing, Planning and Public Protection Services is authorised to:**

- a) approve and make amendments to the SCAAP that may result from *inter alia* analysis of the representations made following public consultation, recommendations of the Sustainability Appraisal and any additional evidence considered and then consult on these changes, if required, before they are submitted to the Secretary of State; and
- b) agree and approve amendments that may be proposed by the Inspector during the Examination in Public process and to any further consultation that may be required as a result of this; and
- c) take all necessary steps to ensure compliance with the relevant statutory processes and procedures necessary for preparation and participation of the Council at the Examination in Public

### **3. Background**

#### ***Preparation of the SCAAP to date***

3.1 In accordance with Southend Borough Council's Local Development Scheme timetable and the 'Strategic Objectives' and policies within the adopted Southend Core Strategy, the Borough Council has prepared an Area Action Plan for the Central Area of the town and associated policies map. It is a spatial plan that will provide:

- An up-to-date statutory basis for assessing planning applications within the Town Centre and Central Area; and
- A local planning framework for guiding development within the Town Centre and Central Area, within which the Council, other agencies and key stakeholders can coordinate their investment programmes.

3.2 The overarching vision and aim of the SCAAP is described as follows:

*"Our vision for Southend Central Area, which includes the Town Centre and Central Seafront Area, is for it to be a City by the Sea. As a prosperous and thriving regional centre and resort with a rich heritage, it will be an area that is vibrant, safe and hospitable, rich in commerce, learning and culture and an attractive, diverse place where people want to live, work and visit for both day trips and overnight stays.*

*Our aim is to transform the image of Southend through sustainable economic growth, development and social provision, and for it to be independently recognised as a popular location for businesses, residents, students and visitors."*

- 3.3 The SCAAP contains policies and proposals that in combination address: the development strategy for the Plan (matters such as retail, transport, heritage); development principles for the 'Policy Areas' (including identification of appropriate land uses, access / public realm improvements); and a set of more detailed, site specific policies in the 'Opportunity Areas'.
- 3.4 The SCAAP is divided into Policy Areas, each having its own set of 'development principles' to guide development and investment. Within the Policy Areas the SCAAP only seeks to allocate sites where evidence suggests that they are deliverable by 2021, the end of the Core Strategy plan period. These sites are set out in Table 1 below. Sites that are likely to be delivered after 2021 will be taken forward as part of the preparation of the Southend Local Plan.
- 3.5 Sites not specifically allocated within the SCAAP will not prevent them from being implemented prior to 2021. The timescales provided reflect current published evidence and the understanding regarding the likely implementation of the sites. Any planning application proposed in the SCAAP area on any site would be determined on its merits, taking into account adopted and emerging planning policies and any other material considerations.

*Table 1: SCAAP Policy Area's and Opportunity Site's*

<b>Policy Area</b>	<b>Opportunity Sites</b>
PA1: High Street	-
PA2: London Road	-
PA3: Elmer Square	Elmer Square Phase 2 (PA3.1)
PA4: Queensway	Queensway (PA4.1)
PA5: Warrior Square	-
PA6: Clifftown	-
PA7: Tylers	Tylers (PA7.1)
CS1: Central Seafront	Southend Pier (CS1.1) Seaways (CS1.2) Marine Plaza (CS1.3) New Southend Museum (CS1.4)
PA8: Victoria Gateway Neighbourhood	Victoria Avenue (PA8.1) Baxter Avenue (PA8.2)
PA9: Sutton Gateway Neighbourhood	Sutton Road (PA9.1) Guildford Road (PA9.2)

- 3.6 The SCAAP Revised Proposed Submission Document is being prepared as the final stage of public consultation, prior to submission to the Secretary of State, which is scheduled for October 2016.
- 3.14 Representations received at this stage of consultation on the SCAAP will be submitted to the Secretary of State, who will then arrange for an Examination in Public. The Examination will be undertaken by the Planning Inspectorate on behalf of the Secretary of State. Those parties who have made representations may be invited by the inspector to appear.
- 3.15 The Examination will comprise a number of roundtable hearing sessions to discuss, in more detail, matters which the Planning Inspectorate considers necessary to make a decision on whether the SCAAP may be found 'sound'. The planning inspector will issue a Report on the soundness and legal compliance of the SCAAP, and make recommendations, which under current legislation are not binding on Councils. The outcome of the examination may require the Councils to consult on modifications to the SCAAP to address outstanding matters which the inspector considers can be resolved.
- 3.16 Following this, and subject to the plan being sound, the SCAAP may be put before Full Council for adoption. The document, when adopted, will form part of the Development Plan for the authority. From previous experience, it is likely that the time from submission to adoption could take between 3 and 9 months, therefore, the date for adoption of the SCAAP (including Council approvals) is anticipated to be early 2017.

#### ***Public Car Parking provision within the Town Centre***

- 3.17 A number of the SCAAP Opportunity Sites are existing Council owned public car park site as such there is a need to determine future car parking solutions if and when these sites are developed. The Council has commissioned a Car Parking Survey and Study and the results and recommendation from this will be considered in the final version of the SCAAP. The Study also will form a central part of the evidence base for the SCAAP and inform the Council's approach to managing public parking provision in the town centre in the future.

#### **4. Other Options**

- 4.1 Not to prepare the SCAAP and consult on the Plan. This is not recommended as an up-to-date plan prepared using local evidence and guided by community consultation, is the most appropriate guide for local planning decisions and regeneration of the town centre and central seafront area.
- 4.2 The absence of a robust plan and the resulting 'planning by appeal' scenario could result in the inability to control development in Town Centre and Central Area, and an increase in service costs for Southend if the Borough Council has to respond to development appeals or public inquires.

## 5. Reason for Recommendation

- 5.1 To ensure the expeditious production of the SCAAP under the terms of the recommendation, resulting in an anticipated adoption date of early 2017.

## 6. Corporate Implications

### 6.1 Contribution to Council's Vision & Corporate Priorities

- 6.1.1 The successful delivery of the SCAAP will contribute to the fulfilment of a number of spatial elements of the Council's vision and priorities, for example, in relation to town centre and central seafront regeneration, improving economic prosperity, promoting green technologies, and protecting and enhancing the natural and built environment.

### 6.2 Financial Implications

- 6.2.1 Financial input is necessary to fulfil the requirements of all statutory stages in the preparation and delivery of the SCAAP. Costs associated with this consultation will be met from existing agreed budgets.

### 6.3 Legal Implications

- 6.3.1 There are legal implications for the SCAAP as it will form part of the Council's development plan which will have implications for the assessment of planning applications in the Plan area.
- 6.3.2 As with any decision made by the Council there is also the potential for judicial review following the adoption of the document in the future at Full Council. The Council must therefore ensure that the correct procedures are followed to reduce the potential risk of such a challenge.

### 6.4 People Implications

- 6.4.1 Staff resources from the Strategic Planning Team will be required in order to produce the SCAAP. Support from the Department for Place Business Support Unit will also be required particularly with regards to the public consultation.

### 6.5 Property Implications

- 6.5.1 Southend Borough Council owns a number of the sites promoted for development within the SCAAP. The proposed Opportunity Sites are outlined in Table 1 above and can be viewed on the Policies Map (**Appendix 2**).

### 6.6 Consultation

- 6.6.1 Public consultation exercises on the SCAAP have been extensive. Previous representations received through the public engagement stages have been taken into account as the Plan has progressed. These consultations are

referenced below. A separate technical paper, the Consultation Statement (**Appendix 3**), sets out the consultation stages, the key issues arising, and Council response to representations received:

- Issues and Options Consultation 2010
- Pre-Submission Consultation 2011
- Preferred Approach 2015/ and early 2016

6.6.2 It is envisaged that the SCAAP will be published for consultation in July / August 2016. Consultation will be carried out in accordance with the Councils' Statement of Community Involvement. Unlike earlier stages of public participation, representations at this juncture can only be made on legal compliance and the soundness of the plan, as set out in planning regulations and reiterated in National Planning Policy which sets out that to be sound, a plan should be "justified, effective and consistent with national policy".

## 6.7 Equalities and Diversity Implications

6.7.1 Public consultation has provided opportunity for different sections of the community to input into the plan making process. An Equality Impact Assessment (EqIA) has been completed in respect of the effects of the proposed policies and sites on equality and diversity issues (**Appendix 5**).

## 6.8 Risk Assessment

6.8.1 If the SCAAP was not to be published and taken forward to adoption, the absence of the SCAAP policies may result in inappropriate or piecemeal development in Southend Central Area being allowed on appeal, which would not be aligned with the Borough Council's Vision and Priorities for the regeneration and growth of the town. Further, the Council may not be able to demonstrate deliverability of the Core Strategy's spatial approach to housing delivery, nor a five year land supply and may have to consider the release of land elsewhere in the Borough.

6.8.2 The SCAAP has facilitated opportunity to draw upon additional funding, such as funding from the Growth Deal and City Deal, to deliver the planned growth within Southend Central Area. If the SCAAP were not to be published and taken forward for adoption, opportunity to leverage such funding in the future may be affected.

## 6.9 Value for Money

6.9.1 There will be significant beneficial impacts in terms of value for money from carrying out the work proposed using in-house resources wherever possible. This will bring benefits in terms of building in-house experience and expertise for officers, as well as utilising local knowledge and experience, within the Strategic Planning team which would not be gained otherwise. The SCAAP has also facilitated opportunity to draw upon additional funding, such as funding from the Growth Deal and City Deal.

## 6.10 Community Safety Implications

6.10.1 The SCAAP seeks to improve the natural and built environment thereby contributing towards improving community safety.

## 6.11 Environmental Impact

### 6.11.1 Sustainability Appraisal

All iterations of the SCAAP have been subject to Sustainability Appraisal, which is an assessment of the potential significant social, environmental and economic impacts of development and forms an integral part of the plan making process. It ensures that all policies and proposals are prepared with a view to contributing to the achievement of sustainable development. These appraisals have been used to assist with the identification of the most sustainable policies to take forward.

### 6.11.2 Habitats' Regulations Screening Report

Southend and the surrounding districts include a number of important designated sites for nature conservation. Habitats' screening is an assessment of the potential significant effects of a policy on European Sites designated for their nature conservation importance. These include Special Areas of Conservation, Special Protection Areas, and international Ramsar sites. A policy should only be approved after determining that it will not adversely affect the integrity of such sites. Each policy has been assessed for any significant impacts on European sites within or outside the Southend and it was considered that there was no significant effect.

## 7. Background Papers

- 7.1 The Town and Country Planning (Local Development) (England) Regulations 2012
- 7.2 Planning and Compulsory Purchase Act 2004
- 7.3 Southend on Sea Local Development Scheme timetable 2015
- 7.4 Southend on Sea Statement of Community Involvement 2012
- 7.5 Southend on Sea Core Strategy DPD 2007
- 7.6 Central Area Master Plan 2008
- 7.8 Southend-on-Sea Borough Local Plan 1994
- 7.9 Southend-on-Sea Cabinet Report: Southend Central Area Action Plan (SCAAP) Preferred Approach Public Consultation 2015

## **8. Appendices**

**Appendix 1:** Southend Central Area Action Plan (SCAAP) Preferred Approach

**Appendix 2:** SCAAP Policies Map

**Appendix 3:** Consultation Statement

**Appendix 4:** Sustainability Appraisal

**Appendix 5:** Equalities Impact Assessment



Southend Central Area Action Plan DPD

Revised Proposed Submission Version 2016

Local Planning Framework



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  - Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles
  - Opportunity Site (PA9.1): Sutton Road
  - Opportunity Site (PA9.2): Guildford Road

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- 6.2 Delivery
- 6.3 Implementation
- 6.4 Monitoring

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- DS2: Key Views
- DS3: Landmark and Landmark Buildings
- DS4: Flood Risk Management and Sustainable Drainage
- DS5: Transport, Access and Public Realm
- PA1: High Street Policy Area Development Principles
- PA2: London Road Policy Area Development Principles
- PA3: Elmer Square Policy Area Development Principles
- PA4: Queensway Policy Area Development Principles
- PA5: Warrior Square Policy Area Development Principles
- PA6: Clifftown Policy Area Development Principles
- PA7: Tylers Policy Area Development Principles
- CS1: Central Seafront Policy Area Development Principles
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## Part A: The Plan and its Context

### 1. Introduction

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#### Strategic Planning Context

1. The Southend Central Area Action Plan (SCAAP), when adopted, will form part of the Southend-on-Sea (hereafter referred to as 'Southend') Local Planning Framework.
2. The boundary of the Southend Central Area is set out below by Map 1: SCAAP Boundary and Policy Areas and on the accompanying Policies Map.
3. The SCAAP reflects the vision, strategic objectives and spatial strategy of the Southend Core Strategy (2007). The Core Strategy is a strategic level document that provides the framework for subsequent DPDs, including the SCAAP. Appendix 1 provides a broad overview of the Core Strategy policies.
4. The Core Strategy establishes housing and job growth targets for the SCAAP area, over a plan period of 2001- 2021, as follows:
  - 2,474 additional dwellings<sup>1</sup>
  - 7,250 additional jobs<sup>2</sup>
5. Between 2001 and 2016, 1084 dwellings have been built within the Southend Central Area. Employment data for the entire Borough suggests that job numbers have declined over the plan period. However, more recently, since 2010, job numbers have increased and efforts to boost job creation is underway.
6. Building on this more recent resurgence and growth, the SCAAP is considered to be an important catalyst and driver for inward investment and for the delivery of the remaining proportion of planned regeneration and growth in the Southend Central Area to meet or exceed Core Strategy targets up to 2021.
7. Local Plan preparation and other planning policy and guidance for Southend
8. It is also acknowledged that further work has been jointly undertaken to establish an objectively assessed need, in terms of jobs and housing, for Southend and surrounding housing market area. Following publication of this evidence, preparation of a Southend Local Plan will commence. This will set out new long term growth targets replacing those of the adopted Southend Core Strategy, including a review of unimplemented development sites within the SCAAP.

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

<sup>2</sup> Core Strategy Cp1: Town Centre (6,500), plus Seafront (750) = 7,250

9. The Borough Council adopted the Development Management Document (DMD) in July 2015. The DMD sets out policies for positively managing development in Southend and will be used to assess and determine planning applications within the SCAAP area as well as throughout the Borough.
10. The Council's adopted Community Infrastructure Levy (CIL) charging schedule sets out where the levy may be payable, where exemptions apply, together with the CIL rates for development types and charging areas, including Southend Central Area. The proceeds can be spent on providing infrastructure to support the development within that authority's area.
11. The Borough Council has also adopted the following Supplementary Planning Documents (SPDs) which provide further guidance and advice:
12. Design and Townscape Guide SPD (adopted 2009). This document provides clear contextual development and design guidance and should be referenced within all development proposals;
  - **Planning Obligations Guide SPD (revised 2015)**. This document provides guidance in relation to potential planning obligations or developer contributions in relation to development. The document also includes procedural information and contact details to assist in the negotiation of legal agreements.
  - **Streetscape Manual SPD (revised 2015)**. This document provides guidance to ensure a coordinated, high quality streetscape is sustainably achieved within the Borough.

### South East Local Enterprise Partnership (SELEP)

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



Essex authorities work collaboratively to ensure the area achieves regeneration, economic growth, new infrastructure and skills for the population.

### Southend Business Improvement District (BID)

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

### Sustainable Development

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

### Southend Central Area Action Plan DPD

#### Context and Issues for the Southend Central Area

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

- e. **Leisure, Tourism, Recreation and Culture** – Southend has a vibrant offer in terms of leisure, tourism and cultural facilities, enhanced in recent years by a number of successful new developments. However, there is opportunity to further maximise Southend’s potential as a visitor destination, particularly in terms of the evening economy and overnight and longer stays.
- f. **Central Seafront Area** – the central seafront is a valuable asset to the town, however, connections between it and parts of the town centre are disjointed and opportunities for ‘linked trips’ are not maximised. With European and international environmental designations, it offers a unique form of open space, the biodiversity interests of which need to be sensitively balanced with regeneration and growth. The provision, and enhancement, of open and green spaces in Southend Central Area will be of benefit in terms of relieving pressure on these designations.
- g. **Transport, Access and Public Realm** – the car continues to dominate parts of Southend Central Area and the highway severs links between gateway neighbourhoods and the town centre. There is a need to build on the success of recent public realm and access improvement schemes to secure a more pleasant and accessible environment, encouraging more sustainable modes of transport including walking and cycling around the central area, whilst acknowledging the role the car plays in this balance.

In terms of car parking provision, even during peak periods, evidence indicates that there is additional capacity within the town centre. However, during these peak times, a small number of car parks have been close to capacity. As a number of the SCAAP Opportunity Sites are located on existing Council owned car parks, there will be a need to manage car parking effectively, seeking to maintain capacity at a level that supports the vitality and viability of the town centre, whilst enabling the delivery of relevant opportunity sites.

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

into development proposals to reduce the rate and quantity of surface water runoff.

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

## The Purpose of this Document

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

## Relationship between Policies

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

## Supporting Documents

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

## Sustainability Appraisal

- 26 A Sustainability Appraisal (SA) is an assessment of the potential significant social, environmental and economic impacts of development and forms an integral part of

the plan making process. It ensures that all policies and proposals are prepared with a view to contributing to the achievement of sustainable development. The latest assessment of the sustainability and the potential significant effects of this plan can be found in the SA Report, which is available for comment.

## Habitats Regulations Screening Report

- 27 Southend and the surrounding districts are home to a number of important designated sites for nature conservation. Habitats screening is an assessment of the potential significant effects of a policy on sites designated for their nature conservation importance. These include Special Areas of Conservation, Special Protection Areas, and international Ramsar sites.
- 28 The SCAAP was assessed for any significant impacts on European sites within or outside Southend. The screening report concluded that the proposed policies will have no significant impact on the European/ international designations, either alone or in combination with other plans and strategies.

## Policies Map

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

## 2. Vision and Objectives for Southend Central Area

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30 The Vision for Southend Central Area is:

### Proposed Vision

Our vision for Southend Central Area, which includes the Town Centre and Central Seafront Area, is a destination 'City by the Sea'. As a prosperous and thriving regional centre and resort, it will be an area that is vibrant, safe and hospitable, rich in heritage, commerce, learning and culture and an attractive, diverse place where people want to live, work and visit for both day trips, overnight and longer stays.

Our aim is to transform the perception and image of Southend through sustainable economic growth, high quality development and social provision, and for it to be independently recognised as a popular location for businesses, residents, students and visitors.

31 Our objectives for achieving this are:

### Strategic Objectives

To improve and transform the economic vitality, viability and diversity of Southend Central Area by encouraging the establishment of a wider range of homes, businesses and shops whilst providing new opportunities for learning, recreation, leisure and tourism.

To promote design excellence and good quality development proposals and public realm improvements to reinforce a distinctive sense of place, complement new and existing development, and contribute towards the Council's aspirations to establish Southend as a Low Carbon City.

To increase the number and diversity of people living within Southend Central Area and its Gateway Neighbourhoods by building more homes, and ensure that living in the area becomes appealing to more families with children, supported by social and community infrastructure that contribute to reducing inequalities in health and wellbeing and support all ages to lead independent lives and live healthy lifestyles.

To encourage the establishment and expansion of businesses in Southend Central Area by identifying, promoting or actively bringing forward suitable sites for development to meet modern user and investor requirements.

To promote and enhance the tourism, cultural and leisure offer within the central area, including visitor accommodation, having regard to the assets offered by the area, in order to attract greater visitor numbers and promote more overnight stays.

To promote the central area as a thriving learning quarter that provides state of the art facilities and well-designed student accommodation.

To improve accessibility to the area, ensuring streets, public and green spaces are well-connected, well-designed and safe, utilising a coordinated palette of materials and furniture that enhance the quality of the streetscape and improve opportunities for walking and cycling, and access to more sustainable modes of transport, such as rail and bus.

To promote a positive approach to public car parking provision that provides public car parking levels that support the vitality of the town centre, and provide good access to the seafront by encouraging improvements to the quality of access to and from parking areas that are convenient, well-signposted, safe and secure.

To address climate change matters and appropriately manage and mitigate flood risk and to encourage the provision of Sustainable Drainage Systems and urban greening measures in order to reduce surface water run-off.

To enhance the quality of, and access to, Southend Central Area's green and open spaces, and to improve connectivity between the Town Centre and Central Seafront Area in order to relieve pressure on the Site of Special Scientific Interest (SSSI), Ramsar site, Special Protection Areas (SPA) and other environmental designations, to protect and enhance local biodiversity and nature conservation, and to encourage opportunity for linked trips.

To celebrate and enhance the setting of Southend's unique heritage assets, such as the Grade II listed Pier, to ensure these assets are appropriately conserved and enhanced and continue to form an integral part of how Southend Central Area is experienced by those who live, work and visit the area.

## Part B: Development Strategy

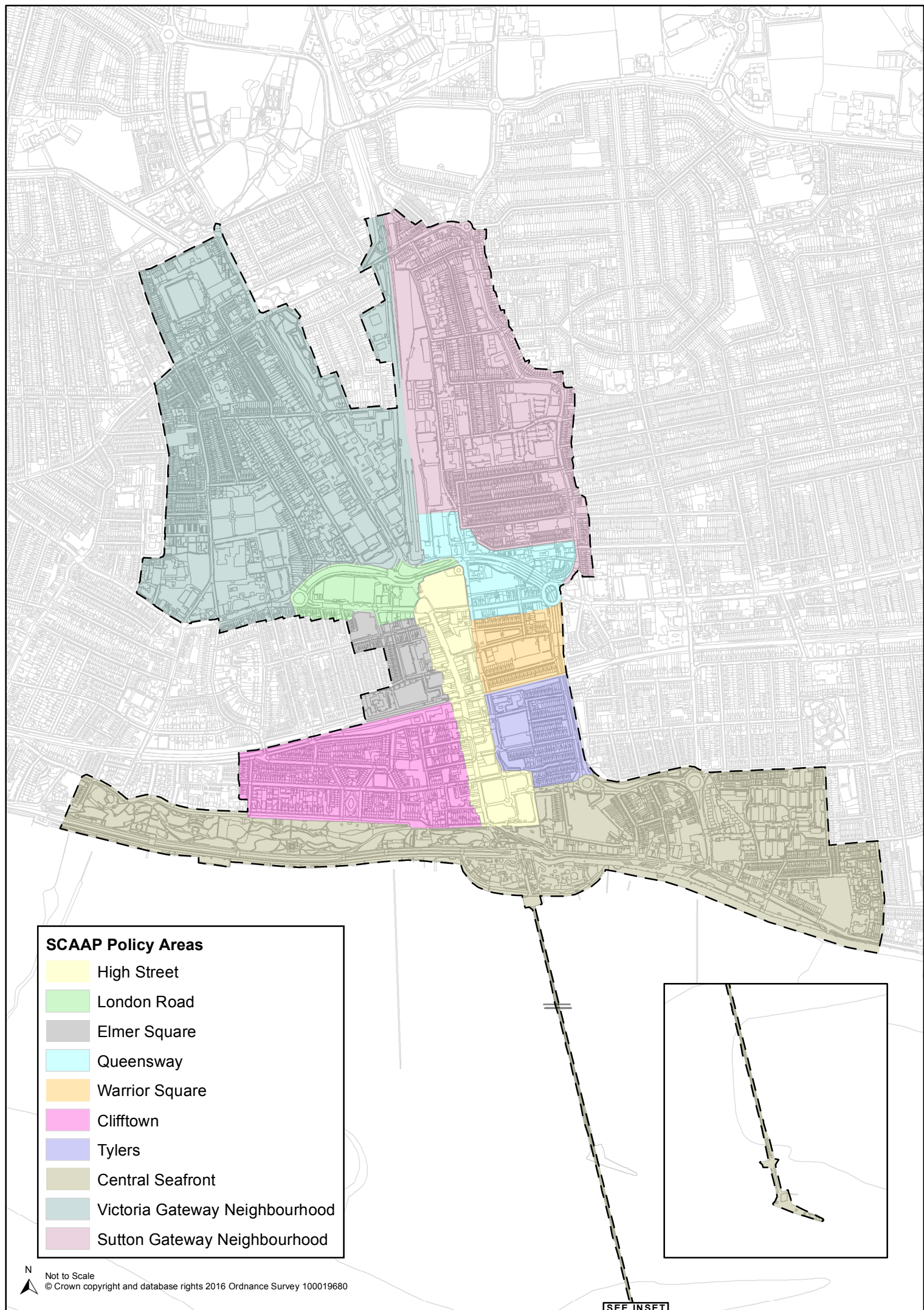
### 3. Central Area Strategy and Criteria Based Policies

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#### Central Area Strategy

- 32 The Central Area Strategy seeks to develop a 'City by the Sea' – a change in the function and transformation in the quality of the Town Centre and Seafront and renewal of Southend Central Area with additional residential development creating a new critical mass to support growth and inward investment.
- 33 Spatially, this concept embraces the vision of Southend as a prosperous regional centre defined by sustainable growth of its urban functions and the identification of Southend as a location of choice for businesses, residents and visitors. This will be achieved through the creation of Policy Areas and Opportunity Sites (see Map 1: SCAAP Boundary and Policy Areas), which will guide new development.
- 34 The SCAAP establishes Policy Areas which, to varying extents, take on a new mixed-use sustainable character. Development within these Policy Areas will be appropriate to their context, either seeking to strengthen the existing competitive advantage of current uses, encourage a greater mix of uses or defining new roles, contributing to the regeneration of the identified opportunity sites as well as Southend Central Area as a whole.
- 35 The introduction of new residential uses as part of a broader mix is a key element in achieving a vibrant, thriving Town Centre.
- 36 The Policy Areas have been identified as follows:
- High Street
  - London Road
  - Elmer Square
  - Queensway
  - Warrior Square
  - Clifftown
  - Tylers
  - Central Seafront
  - Victoria Gateway Neighbourhood
  - Sutton Gateway Neighbourhood
- 37 Within the Policy Area's there are also a number of 'Opportunity Sites'. The approach for managing these sites, and wider policy areas, is set out in Part C: Policy Areas and Site Allocations.

# Map 1 - SCAAP Policy Areas



## SCAAP Policy Areas

- High Street
- London Road
- Elmer Square
- Queensway
- Warrior Square
- Clifftown
- Tylers
- Central Seafront
- Victoria Gateway Neighbourhood
- Sutton Gateway Neighbourhood

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Not to Scale  
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SEE INSET



## 4. Criteria Based Policies

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### 4.1 Introduction

- 38 This section sets out the policy context for key uses and development within Southend Central Area. It includes a strategy and, where relevant, policies<sup>3</sup> for the delivery and management of:
- Retail
  - Employment
  - Housing
  - Culture, Leisure, Tourism and Recreational facilities
  - The Historic Environment
  - Open and Green Spaces
  - Key Views
  - Landmarks and Landmark Buildings
  - Flood Risk Management and Sustainable Drainage
  - Transport, Access and Public Realm
  - Infrastructure Provision (including education, health and social and community facilities)

### 4.2 Retail

- 39 The retail sector is crucial to the health of the local economy in terms of its attraction to visitors, business and investment. The changing nature of the 'High Street', which are facing competition from internet shopping, out-of-town retail parks and neighbouring centres, has impacted the level of trading in the Town Centre, and consequently there is a need to enhance and broaden its offer and function.

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

- 40 The Primary Shopping Area of Southend's town centre (see **Map 2** and **Policies Map**) is focused around a long, well established linear High Street, and anchored by The Victoria shopping centre to the north and The Royals shopping centre to the south.
- 41 New retail development should complement and strengthen the offer of the town centre, in accordance with **Core Strategy Policy CP2: Town Centre and Retail Development**, reinforcing northern and southern pedestrian circuits around the two main shopping centres.

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<sup>3</sup> Where there is not a policy sited in this section of the Plan there is a 'Policy Linkages' box which highlights another Plan where relevant policies may be found.

- 42 Opportunities for additional retail floorspace will be expected to arise from some incremental increases in existing floorspace through extending shop units or creating larger trading areas through internal unit reconfiguration. Additionally, consideration and use of vacant floorspace, particularly in the Victoria's shopping centre should be made.
- 43 Public realm enhancements throughout the town centre, particularly within areas that have existing poor quality environments, would be expected to increase footfall and assist with letting vacant units. A schedule of access and public realm improvements is set out within the development principles of each Policy Area.
- 44 The following Policy Areas and Opportunity Sites are located/partly located within the Town Centre Primary Shopping Area and have the potential to deliver additional retail floorspace where opportunities arise:
- P1 High Street;
  - P2 London Road;
  - P4 Queensway and Opportunity Site PA4.1 along Southchurch Road;
  - P6 Clifftown (for small scale niche retail);
  - P7 Tylers, including Opportunity Site PA7.1.
- 45 Outside the Town Centre Primary Shopping Area, the Council may be prepared to permit additional small-scale convenience retail provision to meet the needs of residents. Details are contained in each of the relevant Policy Areas.

### Town Centre Primary and Secondary Shopping Frontages

- 46 Town Centre Primary and Secondary Shopping Frontages, as defined on the Policies Map (and outlined on Map 2 below), perform a vital role by managing the shopping function of the town centre to ensure its long term vitality and viability is not significantly harmed as a sub-regional destination.
- 47 To ensure that a healthy balance of uses is maintained, the Council will actively manage the concentration of different Use Classes (under the Use Class Order) within the Primary Shopping Frontages as depicted on the Policies Map. By designating and protecting key frontages it is possible to manage the proportion of retail and non-retail uses which will help to ensure that the town centre remains an attractive place to shop. The Town Centre Primary Shopping Frontage comprises three distinct zones, the High Street, the Victoria's Shopping Centre and the Royals Shopping Centre.
- 48 Secondary shopping frontages located within the town centre, as defined on the policies map, are often located adjacent to a 'high street', and allow for a greater number and diversity of uses. The Victoria and Royals Shopping Centre's are home to a number of key anchor retail stores, however, they are located to the periphery of the main high street and provide an important transition between retail shopping

and the residential neighbourhoods to the north (of the Victorias) and the leisure and recreational uses of the central seafront to the south (of the Royals). As a result both centres offer the potential to provide for a greater diversity of town centre uses, particularly A3 restaurants and cafes, and, therefore, a number of their frontages have been designated as secondary to allow for this flexibility.

### Development Management Policy

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

## Policy DS1: A Prosperous Retail Centre

1. The extent of the Primary Shopping Area is defined on the SCAAP Policies Map.
2. Proposals for retail development inside or outside the Primary Shopping Area will be determined in accordance with **Policy CP2: Town Centre and Retail Development of the Southend-on-Sea Core Strategy** and the provisions of the National Planning Policy Framework (NPPF).
3. New retail development should be well integrated and closely linked with the Town Centre Primary Shopping Frontage, as defined on the Policies Map, in terms of proximity, continuity of function and ease of access.
4. The Council will seek to maintain a high level of retail use with at least 70% A1 retail use within town centre primary shopping frontage. Alternative appropriate non-retail uses, particularly A3 uses, will also be supported provided that they contribute to the vitality of the Town Centre and would result in:
  - a. no more than 30% of the town centre primary shopping frontage, measured in terms of length of frontage\*, being used for non-retail purposes. Where non-retail uses would exceed 30% of the primary shopping frontage length, no further loss of Class A1 will be allowed\*\*;
  - b. no more than two consecutive non-retail uses in a street frontage\*\*;
  - c. an active frontage is retained or provided with a display function for goods and services rendered and the proposed use will provide a direct service to visiting members of the general public;
  - d. no detrimental impact to those living or working nearby, for example by causing undue noise, odour and disturbance.

*\* The measurement will be applied separately to each distinct Town Centre Primary Shopping Frontage zone, these being the High Street (1313m), Victoria Shopping Centre (140m) and Royals Shopping Centre (233m)*

*\*\* exceptions to this will be considered if the proposal uses vacant units (having regard to their number within the primary shopping frontage and the length of time they have been vacant and actively marketed)*

5. All proposals in the town centre secondary shopping frontage, as defined on the Policies Map, must ensure that:
  - i. an active frontage is retained or provided with a display function for goods and services rendered and the proposed use will provide a direct service to visiting members of the general public; and
  - ii. it would not be detrimental to those living or working nearby, for example by causing undue noise, odour and disturbance.
6. All new shop frontages will be of a high standard of design that is compatible with the architectural style, roofscape and character of the building and surrounding area. The design of new shop fronts should have regard to the Design and Townscape Guide

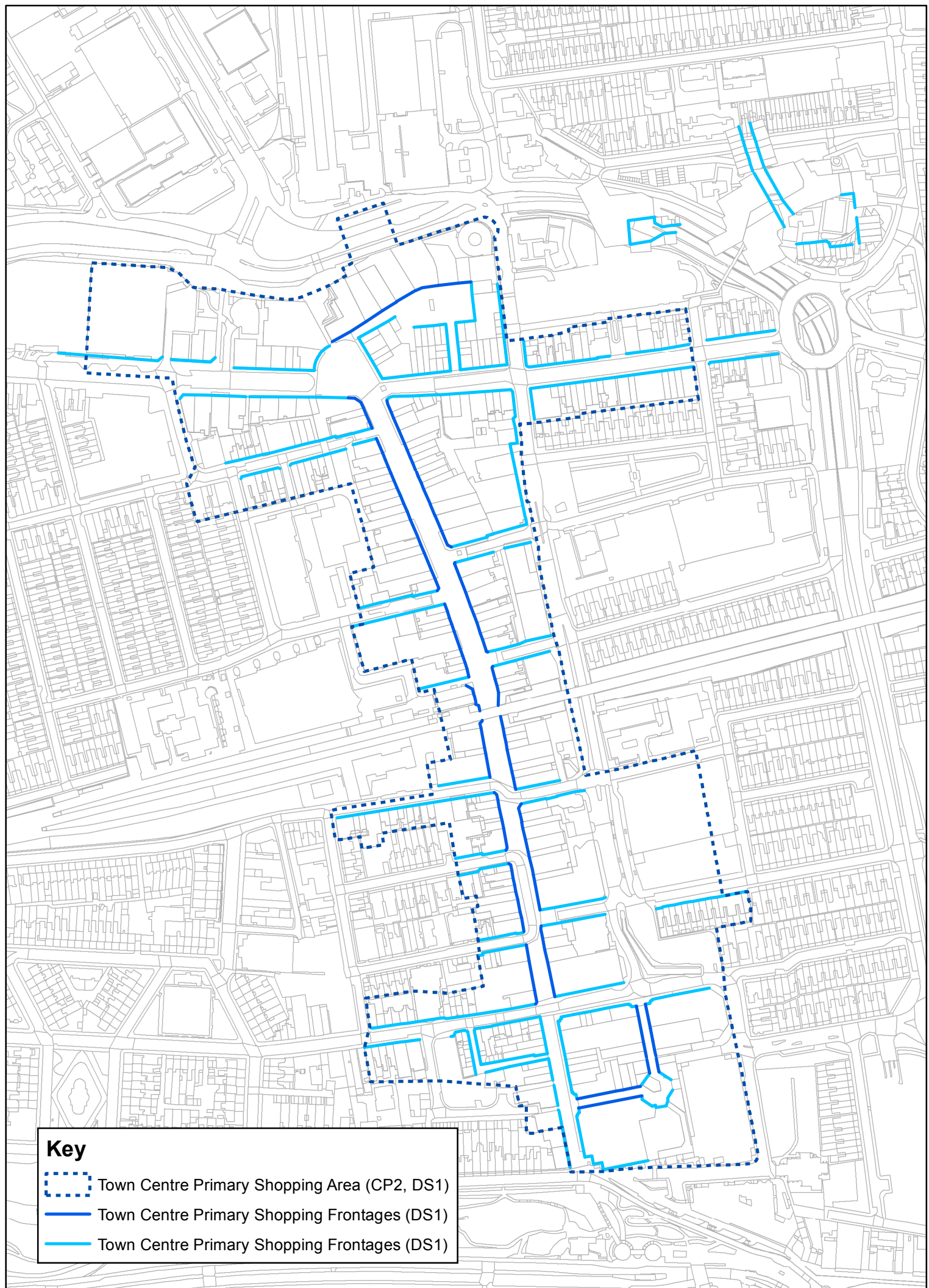
SPD and address the following design principles:

- i. The loss of traditional features and shop fronts, which make a positive contribution to the character and appearance of the building or surrounding area, will be resisted unless it can be demonstrated that the benefits of a proposal significantly outweigh their loss;
  - ii. Blank frontages will be resisted on principal elevations and opportunities for exposing upper floor windows maximised.
7. Where an empty unit has little prospect of being occupied within a primary or secondary shopping frontage in the short term, the Council will encourage the landowner/landlord to display local art within the windows to create visual interest from the public realm.
  8. Proposals for the use of upper floors in shopping frontages for retail, residential, leisure, office or other complementary uses which help to maintain or enhance the character and vitality of the centre will be supported. Where upper floors are currently in retail use, developers should seek to retain retail uses where viable and appropriate.
  9. The Council will seek to maintain and enhance 'street market' provision within the Town Centre Primary Shopping Area, and will work with the private sector to promote the establishment of a new well designed street market within the pedestrianised London Road Policy Area. Proposal for street markets development elsewhere within the Town Centre Primary Shopping Area will be considered on their merits.

POLICY LINKAGES - RETAIL	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 3, 5, 6, 8	<b>Policies:</b> KP2: Development Principles CP2: Town Centre and Retail Development
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 8	<b>Policies:</b> PA1: High Street Policy Area Development Principles PA2: London Road Policy Area Development Principles PA4: Queensway Policy Area Development Principles PA6: Clifftown Policy Area Development Principles PA7: Tylers Policy Area Development Principles

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

# Map 2 - SCAAP Town Centre Primary Shopping Area and Shopping Frontages



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## 4.3 Employment

- 50 The employment base of Southend as a whole has become increasingly diverse. The creative and cultural sectors, aviation and medical technologies are all growing and offer further potential in the future. The Town Centre is a sustainable location for significant employment growth. This growth is concentrated in service sectors that require flexible and good quality offices, such as those for finance and business services as well as knowledge based creative industries.
- 51 It is recognised that delivery of the Core Strategy employment target (7,250 additional jobs to be delivered in the Town Centre and Central Area between 2001 – 2021<sup>4</sup>) is challenging, particularly following the impacts of the global economic downturn. In fact, monitoring of employment data across the Borough suggests that job numbers have declined over the plan period. However, more recently, since 2010, job numbers have increased and efforts to boost job creation are underway. Clearly, the Borough-wide employment targets as set out in the Core Strategy will be reviewed as part of preparing a new Southend Local Plan. Nevertheless, the SCAAP will seek to maximise employment opportunities and the SCAAP is seen as an important catalyst in helping to deliver a sustainable balance of new jobs alongside housing within the central area.
- 52 Local Enterprise Partnerships (LEPs) have been set up to promote economic development through a strategic approach to planning, transport and infrastructure delivery. LEPs are business-led partnerships responsible for growing the economy and creation of new jobs, whilst also seeking to remove barriers to growth. Southend-on-Sea is covered by the South East LEP.
- 53 **The Southend City Deal** provides support for small and medium-sized businesses, seeks to create new jobs, and attracts inward investment. An incubator system of one-on-one support ('The Hive'), based in the former Central Library on Victoria Avenue (in the **Victoria Gateway Neighbourhood Policy Area**), will help to improve business performance, safeguard jobs, and form part of the regeneration of Victoria Avenue.

### Offices

- 54 The market for office space within the Central Area is oversupplied with outdated office stock, particularly within **Victoria Avenue Office Area (Opportunity Site PA8.1)**. Much of this stock is too large, underused/vacant, and unlikely to meet the changing requirements of small to medium sized occupiers; the focus of demand for office space in Southend. Providing a range of flexible, good quality, offices as part of mixed use developments will help to create viable proposals and a better balance of space than currently on offer.

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<sup>4</sup> Core Strategy Cp1: Town Centre (6,500), plus Seafront (750) = 7,250

55 It is anticipated that flexible, good quality office development will, in the main, take place through redevelopment within **Warrior Square Policy Area and Victoria Gateway Neighbourhood Policy Area**. The policies for these areas, and opportunity sites are set out within **Part C: Policy Area and Site Allocations** of this plan.

**Southend as a Knowledge-Based Employment Centre**

56 With the assistance of the university campus, Southend has significant potential to become a knowledge-based employment centre, utilising links with the A127 strategic corridor, the growth of London Southend Airport and the associated business parks, provision for which is made within the London Southend Airport and Environs Joint Area Action Plan (JAAP).

57 Southend has a high level of business start-ups. To date, business survival and therefore growth has struggled. Providing the support and infrastructure required to sustain and grow local businesses will be a crucial component in addressing this, and such activity will be supported by the **Southend City Deal** incubator hub (the Hive) at Victoria Avenue.

**Southend’s Cultural and Creative Industries**

58 The Southend Cultural Strategy 2012-2020 sets out the vision for Southend: *‘To be recognised as the cultural and leisure capital of the East of England’*. The town has a significant concentration of creative and cultural businesses located across the Borough, particularly in the Town Centre.

59 The Local Economic Assessment (2013) outlines that whilst the creative and cultural industries have significant employment and wealth generating capacity, they also have the ability to create a step change in the economy, attracting new, ambitious people to Southend.

POLICY LINKAGES - EMPLOYMENT	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 1, 2, 3, 4, 5	<b>Policies:</b> Policy KP1: Spatial Strategy Policy CP1: Employment Generating Development
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM10: Employment Sectors Policy DM11: Employment Areas
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 9	<b>Policies:</b> Policy PA2: London Road Policy Area Development Principles Policy PA5: Warrior Square Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area



	Development Principles Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles
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*\*This Policy Linkage Box provides a summary of key inter-related local policies. Other planning policy and guidance not listed here may also be applicable and, therefore, a full assessment should be undertaken.*

## 4.4 Housing

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

### Scale of Residential Development

- 63 The SCAAP is considered to be an important catalyst and driver for inward investment and for the delivery of the remaining proportion of planned regeneration and growth in the Southend Central Area to meet, or exceed, Core Strategy targets up to 2021.
- 64 It is acknowledged that further work has been jointly undertaken to establish an objectively assessed need, in terms of jobs and housing, for Southend and surrounding housing market area. Following publication of this evidence, preparation of a Southend Local Plan will commence alongside delivery of the SCAAP. The Local Plan will set out new growth target replacing those of the adopted Core Strategy and will review unimplemented development sites within the SCAAP.
- 65 The Core Strategy requires at least 2,474<sup>5</sup> net additional new dwellings to be provided within Southend Central Area, during the period from 2001 to 2021.

<sup>5</sup> Core Strategy CP8: Town Centre (2,000), plus Seafront (550), minus SHLAA sites identified in the rest of the seafront outside the SCAAP area (76) = 2,474

According to the Southend Annual Monitoring Report (AMR), between 2001 and 2016, 1084 dwellings have been built within the Southend Central Area. An additional 1,732 net dwellings have been identified through Opportunity Sites and 1,040 of these have planning permission as of 1 April 2016. A further 434 dwellings have been identified by outstanding planning permissions located outside of the opportunity sites and are predicted to be delivered by 2021, see table 1 below.

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

SCAAP Policy Area	Net dwellings in Opportunity Site (of which committed)	Other committed at 1 April 2016 (net)	Total
PA1: High Street	0	171	171
PA2: London Road	0	1	1
PA3: Elmer Square	0	73	73
PA4: Queensway	380 (8)	0	380
PA5: Warrior Square	0	16	16
PA6: Clifftown	0	57	57
PA7: Tylers	150	4	154
CS1: Central Seafront	278 (278)	4	282
PA8: Victoria Gateway Neighbourhood	782 (662)	39	821
PA9: Sutton Gateway Neighbourhood	142 (92)	69	211
<b>TOTAL</b>	<b>1,732 (1,040)</b>	<b>434</b>	<b>2,166</b>

Committed = with planning permission or prior approval

66 All Policy Areas may offer potential for residential development. Appendix 6 shows the amount of dwellings identified to be delivered by 2021 within the SCAAP area and relationship with the Core Strategy targets, further details are also included within each Policy Area, Part C: Policy Areas and Opportunity Sites.

### Student Accommodation

67 The University of Essex and South Essex College have a strong presence within the Central Area, reinforced in recent years by the delivery of phase 1 of Elmer Square with The Forum opening in 2013. The Core Strategy makes provision for the regeneration of the town centre and central area led by the development of the university campus, and it is anticipated that the higher and further education sector will continue to expand, with increases in student numbers.

68 There will be a need to provide student accommodation, much of which could be within Southend Central Area. The provision of student accommodation can often be met through purpose built development, such as the existing University Square development within the town centre, or through the private rented sector. The

Council will support the provision of well-designed student accommodation in Southend Central Area, as it provides a sustainable location for students, with easy access to the university and college buildings. It will also help to contribute to the aim of increasing the residential population and potential spend in Southend Central Area.

- 69 The University of Essex has an accreditation scheme that all approved private landlords must meet, and this provides a measure to ensure student accommodation is of high quality and meets the needs of students. **Development Management Policy DM8: Residential Standards** sets out the internal space standards that all non-self-contained accommodation, such as student accommodation, will be required to meet.

POLICY LINKAGES – HOUSING	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 6, 7, 14	<b>Policies:</b> Policy KP1: Spatial Strategy Policy KP2: Development Principles Policy KP3: Implementation and Resources Policy CP8: Dwelling Provision
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM7: Dwelling Mix, Size and Type Policy DM8: Residential Standards Policy DM9: Specialist Residential Accommodation
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 8, 10	<b>Policies:</b> Policy PA1: High Street Policy Area Development Principles Policy PA2: London Road Policy Area Development Principles Policy PA4: Queensway Policy Area Development Principles Policy PA5: Warrior Square Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy PA7: Tylers Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles

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

## 4.5 Culture, Leisure, Tourism and Recreational Facilities

**'To be recognised as the cultural and leisure capital of the East of England.'**  
Southend-on-Sea Cultural Strategy 2012-2020

- 70 Southend Central Area will continue to be the primary focus for further enhancement of cultural, leisure, tourism and recreational attractions and facilities. This will build on the town's role as a major resort and contribute to a stronger, more vibrant centre.
- 71 There have been a number of recent developments within Southend Central Area that have helped to progress Southend's cultural and tourism offer including the Royal Pavilion cultural centre at the end of the Pier, the relocation of the Beecroft Gallery to the former central library building on Victoria Avenue, the relocation of the Focal Point Gallery to The Forum, and the regeneration of the former Palace Hotel as the Park Inn, and the new Premier Inn development on Eastern Esplanade, which has increased the quality as well as capacity of hotel offer.
- 72 Despite recent successes, the range of commercial leisure and recreational uses on offer in the town centre is moderate, and enhancing this could serve to diversify the centres offer overall as well as draw in additional visitors and investment. The strategy for the **Central Seafront Policy Area** within this plan (see Part C) seeks to create a seamless connection between the Seafront and the Town Centre. Clearly the Seafront offers a considerable commercial leisure offer, and providing better connectivity between these areas may well be a positive way of maximising the benefits available within Southend Central Area.
- 73 Tourism is an important economic driver for the Town Centre. However, the tourism industry still tends to operate on low levels of overnight stays, and the relatively short supply of high quality hotels, bar those mentioned above, and current restaurant offers in Southend Central Area may not attract those visitors with more spending power. The refresh of the **Southend Local Economic Assessment (2013)** concludes that potential remains to improve and diversify the tourism offer to increase overnight and longer stays and add value, whilst at the same time, harness the spending power of visitors and out commuting residents alike.
- 74 The tourism and hotel sector is expected to grow in Southend over the next 20 years. The **Development Management DPD (Policy DM12: Visitor Accommodation)** seeks to manage this growth by focusing new visitor accommodation to the Central Area, London Southend Airport and at locations with good access and a clear and strong relationship with the seafront. The Central Seafront Policy Area, in particular, offers a good location for the development of visitor accommodation, given close proximity to both the Town Centre and Seafront.

- 75 Enhanced evening attractions have the potential to address concerns about the vitality of the evening and night-time economy through improved management and maintenance of the Town Centre, and by providing more pedestrian activity after shopping hours to help tackle the perception of safety and crime after dark.
- 76 Furthermore, public art can enrich the streetscene in order to enhance the environmental quality of the public realm and purvey its cultural qualities, and promote legibility and way finding, the Council will seek to establish an increase in public art provision, where possible with local artists, within Southend Central Area, in line with its Public Art Strategy, to create a 'Central Area Art Trail'.

POLICY LINKAGES – CULTURE, LEISURE, TOURISM AND RECREATION	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 1, 2 13, 14, 15, 18	<b>Policies:</b> Policy KP1: Spatial Strategy Policy KP2: Development Principles Policy KP3: Implementation and Resources Policy CP1: Employment Generating Development Policy CP4: The Environment and Urban Renaissance Policy CP6: Community Infrastructure Policy CP7: Sport, Recreation and Green Space
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM1: Design Quality Policy DM6: The Seafront Policy DM10: Employment Sectors Policy DM12: Visitor Accommodation
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 3, 5, 6, 7, 8, 10	<b>Policies:</b> Policy PA1: High Street Policy Area Development Principles Policy PA2: London Road Policy Area Development Principles Policy PA3: Elmer Square Policy Area Development Principles Policy PA4: Queensway Policy Area Development Principles Policy PA5: Warrior Square Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy PA7: Tylers Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy CS4: The Waterfront Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles

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

## 4.6 The Historic Environment

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

### Conservation Areas

- 80 There are a number of conservation areas within Southend Central Area, as depicted on the Policies Map. These include, Prittlewell, Eastern Esplanade, The Kursaal, Clifftown, and Warrior Square. Each has its own unique character which must be conserved and enhanced.

### Listed and Locally Listed Buildings

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

### Frontages of Townscape Merit

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

## Archaeology

- 83 Within this relatively small area there have been archaeological discoveries dating from the earliest evidence for humans in the area to the medieval and later periods. The highest concentration of finds is in the Prittlewell area. Some of this area has been excavated for brickearth and other minerals but this remains the historic heart of the town and the potential for new finds is still significant.
- 84 Two Scheduled Ancient Monuments are located close to Southend Central Area boundary - Prittlewell Priory just north of the boundary and Southchurch Hall to the south east. Immediately to the east of Prittlewell Priory are Roman and early Saxon cemeteries, which included the chambered tomb of the 'Prince of Prittlewell', a discovery of international significance.

### Areas of Archaeological Potential in Southend Central Area

- 85 Although most of Southend Central Area has been previously developed there are still areas of archaeological interest within Southend Central Area where there is potential for new finds. In particular, these sites include:
1. Seaways Car Park area (Opportunity Site 8)
  2. Roots Hall area (Opportunity Site 13),
  3. Nazareth House
  4. Southend Cliffs (which includes Opportunity Site 9)
- 86 Any additional areas that are subsequently considered to exhibit significant archaeological potential, should be assessed in line with national guidance and **Policy DM5** of the Development Management Document.

POLICY LINKAGES – THE HISTORIC ENVIRONMENT	
<b>Core Strategy DPD</b> <b>Strategic Objective: 14</b>	<b>Policies:</b> Policy KP2: Development Principles Policy CP4: The Environment and Urban Renaissance
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM1: Design Quality Policy DM4: Tall and Large Buildings Policy DM5: Southend-on-Sea's Historic Environment Policy DM6: The Seafront
<b>Southend Central AAP</b> <b>Objective: 7</b>	<b>Policies:</b> Transport and Access Strategy Policy DS5: Transport, Access and Public Realm Policy PA1: High Street Policy Area Development Principles Policy PA5: Warrior Square Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles

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

## 4.7 Open and Green Spaces

- 87 Southend Central Area includes the Benfleet and Southend Marshes European Marine Site, encompassing both the SPA and Ramsar, which comprises the intertidal part of the Thames Estuary and also constitutes a Site of Special Scientific Interest (SSSI).
- 88 The Appropriate Assessment (AA) of the Core Strategy highlights that Core Strategy Policy KP1, which promotes development in the seafront area, is likely to result in increased recreational and development pressures on designated international and European sites. It is therefore imperative that Southend Central Area provides and enhances functional open and green space linked to other attractive destinations in and around the Borough, in order to assist with relieving pressure on the Borough’s designated sites. This builds on, and is embedded within, the South Essex Green Grid Strategy and Thames Gateway Parklands Initiative.
- 89 The existing green spaces within Southend Central Area are depicted on the Policies Map. The Central Seafront Policy Area provides access to an abundance of green and open space. However, the Town Centre, in comparison, has relatively few areas of such space. This deficit will be addressed within the relevant Policy Areas and Opportunity Sites.
- 90 Particular attention will be paid to the improvement of existing public spaces and to the creation of new public and civic spaces. Existing and new green and open spaces will be linked together in a legible network. New green and open spaces should seek to contribute to local biodiversity and help mitigate the effects of climate change.
- 91 In order to ensure these open and green spaces are accessible they should be linked together by an attractive network of accessible streets, and the quality of the public realm will be a key component in defining Southend Central Area as a quality urban environment where people want to live, work, visit and move around. The **Transport, Access and Public Realm Strategy** of this plan, the Council’s **Design and Townscape Guide SPD** and **Streetscape Manual SPD** should be referenced for all street works within Southend Central Area.

POLICY LINKAGES – OPEN AND GREEN SPACES	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 14, 18	<b>Policies:</b> Policy KP2: Development Principles Policy KP3: Implementation and Resources Policy CP4: The Environment and Urban Renaissance Policy CP7: Sport, Recreation and Green Space



<p><b>Southend Central AAP Objectives:</b> 3, 6</p>	<p><b>Policies:</b>  Policy DS5: Transport, Access and Public Realm  Policy PA1 : High Street Policy Area Development Principles  Policy PA3: Elmer Square Policy Area Development Principles  Policy PA4: Queensway Policy Area Development Principles  Policy PA5: Warrior Square Policy Area Development Principles  Policy PA6: Clifftown Policy Area Development Principles  Policy CS1: Central Seafront Policy Area Development Principles  Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles  Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles</p>
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## 4.8 Key Views

92 There are a number of ‘Key Views’ from within, and of, Southend Central Area that further help to define its character, including links with the Thames estuary. The Council will seek to ensure that Key Views, as identified below, are not adversely impacted by development:

- **The Seafront** – views to and from the seafront, with particular recognition given to views from: Westcliff Parade; Clifftown Parade; Clifton Terrace; Royal Terrace; Pier Hill; Pier Head; Queensway; Western Esplanade; Marine Parade; and Eastern Esplanade.
- **Southend Pier** – with particular recognition given to views from: the High Street in order to enhance the link between the town centre and seafront; Eastern Esplanade; Western Esplanade; Marine Parade; Royal Terrace; and Clifftown Parade.
- **The Kursaal** – with particular recognition given to views from: Marine Parade; Eastern Esplanade; Lucy Road; Queensway and Southchurch Avenue.
- **Royal Terrace and Clifftown Parade** – with particular recognition given to views from Western Esplanade.
- **All Saints Church** (outside of the SCAAP boundary) – with particular recognition given to enhancing the setting of this heritage asset, improving the quality of the public realm at Queensway dual carriageway;
- **Porters** (outside of the SCAAP boundary) – with particular recognition given to enhancing the setting of this heritage asset, improving the quality of the public realm and highway at Queensway dual carriageway;
- **St Mary’s Church** (outside of the SCAAP boundary) – with particular recognition given to improving the setting of this heritage asset, improving the quality of the public realm and highway junction at Victoria Avenue/East Street.

## Policy DS2: Key Views

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

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

## POLICY LINKAGES – KEY VIEWS

<b>Core Strategy DPD</b> <b>Strategic Objective: 14</b>	<b>Policies:</b> Policy KP2: Development Principles Policy CP4: The Environment and Urban Renaissance
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM1: Design Quality Policy DM4: Tall and Large Buildings Policy DM5: Southend-on-Sea's Historic Environment Policy DM6: The Seafront
<b>Southend Central AAP</b> <b>Objectives: 2, 7</b>	<b>Policies:</b> Policy PA1: High Street Policy Area Development Principles Policy PA4: Queensway Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles

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## 4.9 Landmarks and Landmark Buildings

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

- 93 Landmarks or Landmark buildings provide orientation and aid way-finding. They are relatively limited in number and generally occupy strategic locations such as road junctions, terminations of vistas, and corners.
- 94 A building or feature will not be considered a landmark simply owing to its height or massing, indeed many of the existing landmarks within Southend Central Area are of a modest scale; essentially they must be of high quality, recognisable and

distinctive. A landmark could also be represented by a significant piece of public art, a distinct architectural feature, or use of innovative and distinctive materials.

- 95 For the purposes of the SCAAP, the following have been identified as existing landmarks and landmark buildings (Table 2, and Appendix 3):

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

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

- 96 New development should not compete with existing landmarks in terms of bulk or height, and views of these buildings should not be compromised by new development.

97 The following (Table 3) have been identified as potential locations for new landmark buildings and features within Southend Central Area, as detailed in the relevant Policy Areas and Opportunity Sites:

**Table 3: Potential Locations for New Landmark Buildings**

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

98 Where considered appropriate in principle, development proposals for new landmark buildings and landmark features within Southend Central Area should demonstrate a coherent design approach, based on an understanding of the character, form and function of the surrounding townscape. Opportunities to enhance the setting of landmark buildings with improvements to the public realm, provision of open space, will be encouraged in order to retain views, enhance way-finding and to reinforce a sense of place.

99 Table 4 set out below and the Policies Map depicts the location of existing and potential Landmarks and Landmark Buildings by Policy Area.

### **Policy DS3: Landmarks and Landmark Buildings**

1. The Council, through its role in determining planning applications, preparation of development briefs and other initiatives, will seek to conserve landmarks and landmark buildings as identified in Table 3 and Appendix 3 from adverse impact by:
  - a. encouraging the provision of open spaces and public realm improvements which provide views to landmarks or landmark buildings or enhance their setting;
  - b. resisting adverse impacts of new development by virtue of excessive height, massing or bulk;
  - c. ensuring development proposals respect views, setting and character.
  
2. The Council will support and encourage the creation of new landmarks in the areas identified within Table 4, where development proposals must demonstrate that:
  - a. design, detailing and use of materials are of exceptional quality and interest and will help to reinforce local character and distinctiveness;
  - b. the location would provide a focal point for an existing vista/sight line or generate a new one; and
  - c. the proposals do not adversely affect the amenity of local residents.
  - d. the proposals do not harm the setting of nearby heritage assets.

POLICY LINKAGES - LANDMARKS	
<b>Core Strategy DPD</b> <b>Strategic Objective: 14</b>	<b>Policies:</b> Policy KP2: Development Principles Policy CP4: The Environment and Urban Renaissance
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM4: Tall and Large Buildings DM5: Southend-on-Sea's Historic Environment DM6: The Seafront
<b>Southend Central AAP</b> <b>Objectives: 2, 3, 7</b>	<b>Policies:</b> PolicyDS5: Transport, Access and Public Realm Policy DS2: Key Views Policy PA1: High Street Policy Area Development Principles Policy PA3: Elmer Square Policy Area Development Principles Policy PA4: Queensway Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles

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

	Existing Landmarks within	Existing Landmarks near	Potential Landmarks Within	Potential Landmarks near
PA1 High Street	Royal Hotel	Royal Terrace Seafront/ Estuary	N/A	Central House OS (PA7.1): Tylers Avenue OS (CS1.2): Seaways
PA2 London Road	N/A	UoE Student Accommodation Central Museum	N/A	OS (PA8.1): Victoria Avenue
Policy PA3 Elmer Square	The Forum SE College UoE Building UoE Student Accommodation	N/A	N/A	N/A
PA4 Queensway	N/A	All Saints Church Porters	N/A	N/A
PA5 Warrior Square	N/A	All Saints Church Porters	N/A	OS (PA7.1): Tylers Avenue
PA6 Clifftown	Clifftown Church/ Studios Royal Terrace	Royal Hotel Seafront/ Estuary	Central House	OS (CS1.3): New Southend Museum
PA7 Tylers	N/A	N/A	OS (PA7.1): Tylers Avenue	OS (CS1.2): Seaways
CS1 Central Seafront	Adventure Island Cliff Lift Cliffs Pavilion Park Inn Palace Hotel St John's Church The Kursaal The Pier	Royal Hotel Royal Terrace	OS (CS1.2): Seaways OS (CS1.3): Marine Plaza OS (CS1.4): New Southend Museum	OS (PA7.1): Tylers Avenue

PA8 Victoria Gateway	Central Library (former) Central Museum Civic Centre Prittlewell Chapel Swan Hall	St Mary's Church	Opportunity Site 11: Victoria Avenue Office Area	London Road
PA9 Sutton Gateway	N/A	All Saints Church Porters	N/A	N/A

## 4.10 Flood Risk Management and Sustainable Drainage

- 100 The Core Strategy establishes a need to focus development within the Southend Central Area, including the central seafront. The Southend Surface Water Management Plan (SWMP) and Strategic Flood Risk Assessment (SFRA) reveal that areas within the SCAAP are at risk from tidal and surface water flooding. The Council has also prepared a Local Flood Risk Management Strategy (LFRMS), which outlines a plan for managing local sources of flood risk across the Borough. The SWMP, SFRA and LFRMS are available on the Councils website.
- 101 The extent of tidal flooding is limited to the Central Seafront Policy Area, Environment Agency Flood Zones 3a (higher risk) and Flood Zone 2 (lower risk). The SFRA indicates that sea levels are projected to rise so that more areas within the Central Seafront Policy Area will become increasingly affected by flooding over time.
- 102 To address this, the Essex and South Suffolk Shoreline Management Plan (2010) establishes an approach to hold the existing line of flood defence within the SCAAP Area. The Council will promote and help to deliver this strategic flood defence for the central area. It will do this by seeking Community Infrastructure Levy contributions from developers as well as seeking other sources of private sector and Government funding.
- 103 Given the long term timescales for implementing a strategic flood defence, the planning of individual new development sites also need to take into account the flood risk hierarchy as follows:
- Assess - a site specific flood risk assessment (FRA) may be required.
  - Avoid (higher) flood risk areas – The Core Strategy establishes the need for new development within the SCAAP area. The sequential test will be applied within two separate areas: the Central Seafront Policy Area; and the remainder of the SCAAP area. The sequential test will also apply within individual Opportunity Sites.
  - Substitute - more vulnerable uses should be located within parts of the development site at less risk of flooding. This will be balanced where necessary alongside other planning, design and deliverability objectives.
  - Control and Mitigate – this will be a proportionate response taking account of the delivery of a strategic flood defence in the longer term, and the residual risk (that the defence is breached or overtopped). This will ensure that individual developments achieve an appropriate degree of safety over their lifetime.



## Site-specific Flood Risk Assessment

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

## Sustainable Drainage

- 107 Sustainable urban drainage systems (SuDs) are designed to reduce the potential impact of new and existing developments with respect to surface water drainage discharges. SuDS try to replicate natural systems and use cost effective solutions with low environmental impact to drain away dirty and surface water run-off through collection, storage, and cleaning.
- 108 SuDS should be designed in accordance with the National Standards for Sustainable Drainage Systems (December 2011) guidance in the SuDS Manual (2007) published by Construction Industry Research and Information Association (CIRIA).
- 109 The 'core town centre' and central seafront policy area is characterised by a geology that exhibits low infiltration potential, although there are also surrounding areas where the geology offers greater permeability and potential for SuDs. The SCAAP area is susceptible to localised surface water flooding, as indicated in the SFRA and Environment Agency mapping. As such, all new development shall be drained via SuDS. It should be noted that SuDS must receive planning approval before construction is commenced and:
- For extensions and other single property developments the owner or developer will remain responsible for maintaining the system in good working order;

- For developments above single property scale, once the Council, as the Lead Local Flood Authority, is satisfied it has been constructed to an appropriate standard, the Council will adopt the SuDs for maintenance.
- 110 The design target will be to limit the discharge of the site run-off to green-field levels wherever possible. It may be found that this standard is not achievable, but any derogation will have to be approved by the organisation managing the receiving water system. For main rivers and ordinary watercourses this will be the Council and for public surface water sewers Anglian Water.
- 111 **Developers are encouraged to consider the layout of their SuDS proposals prior to any other site masterplanning is undertaken, and to discuss them with the Council, as SuDs have specific requirements for location and construction.**

## Policy DS4: Flood Risk Management and Sustainable Drainage

1. Development proposals which are or will be within a flood risk zone:
  - a. Will be accompanied by a flood risk assessment that considers all sources of flooding;
  - b. Will:
    - i. Locate more vulnerable uses in the area of the proposal least at risk; and
    - ii. Provide a safe access and egress route away from the flood risk (i.e. to flood zone 1) during a design flood event;
    - iii. Or provide a clear justification as to why these requirements are not practical, viable or appropriate in planning and design terms.
  - c. Will achieve an appropriate degree of safety over the lifetime of the development. The minimum safety standards are as follows:
    - i. For more vulnerable uses, the floor levels of habitable rooms will be above the design flood level, with an allowance for climate change\*. Within Flood Zone 3 the floor level must be situated above the design flood level with climate change\*, incorporating an allowance of at least 300mm for freeboard.
    - ii. For all uses the development will:
      - 1) Remain structurally sound in an extreme flood event;
      - 2) Provide appropriate flood resistance / resilience measures to the extreme flood level;
      - 3) Not generate an increase in flood risk elsewhere;
      - 4) Provide a flood plan, which covers methods of warning and evacuation;
      - 5) Provide an appropriate safe refuge above the extreme flood level if criterion 2bii is not met.

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

*Further technical information and definitions for this policy are included in Appendix 4*

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

### POLICY LINKAGES – FLOOD RISK & SUSTAINABLE DRAINAGE

<b>Core Strategy DPD</b> <b>Strategic Objective: 15</b>	<b>Policies:</b> Policy KP1: Spatial Strategy Policy KP2: Development Principles Policy KP3: Implementation and Resources Policy CP4: The Environment and Urban Renaissance
<b>Development Management</b>	<b>Policies:</b>

DPD	Policy DM6: The Seafront
Southend Central AAP Objective: 5	<p><b>Policies:</b></p> <p>Policy PA1: High Street Policy Area Development Principles</p> <p>Policy PA2: London Road Policy Area Development Principles</p> <p>Policy PA3: Elmer Square Policy Area Development Principles</p> <p>Policy PA4: Queensway Policy Area Development Principles</p> <p>Policy PA5: Warrior Square Policy Area Development Principles</p> <p>Policy PA6: Clifftown Policy Area Development Principles</p> <p>Policy PA7: Tylers Policy Area Development Principles</p> <p>Policy CS1: Central Seafront Policy Area Development Principles</p> <p>Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles</p> <p>Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles</p>

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

#### 4.11 Transport, Access and Public Realm

- 112 The level of regeneration and growth proposed for Southend Central Area will have an effect on the strategic transport network. The Transport, Access and Public Realm Strategy (Appendix 5), together with this Policy (DS5), seek to improve transport access and connectivity, building on the approach set out within the Core Strategy and the Local Transport Plan (LTP).
- 113 This will be supported by a coordinated, sustainable public realm that creates an attractive, inclusive environment for walking and cycling, improving the setting of, and links to, the Policy Areas and Opportunity Sites, and well-defined access points and gateways to the town centre, supported by accessible and well signed car parking servicing the entire SCAAP area.
- 114 In respect of the public realm, there are instances in the Central Area where backs of buildings face onto the public areas, but have blank facades and are visually inactive thus creating a negative environment, particularly for pedestrians. Within the Central Area therefore, the Council will seek to encourage visually active frontages, particularly in specific locations, identified on the Policies Map, in order to promote an enhanced environment for the whole community.
- 115 The previous iteration of the SCAAP was used as a key evidence document to support the Council's priorities in the **South East Local Economic Partnership's (SELEP) Strategic Economic Plan and Growth Deal**, identifying funding priorities within Southend and the wider Thames Gateway South Essex (TGSE) sub-region.

- 116 There have already been positive outcomes from this, including funding for road and public realm improvements within Southend Central Area to support the delivery of housing and economic growth, and as the SCAAP progresses it will be utilised to identify further opportunities for funding and partnership working. Specific schemes and projects are identified in the Implementation Section.
- 117 There are also opportunities along access routes to allow other measures to be implemented that facilitate the use of sustainable transport modes, such as cycle lanes and bus priority measures, which will be implemented through the Local Transport Plan and associated strategies, together with improvements to the quality of the public realm.

### Town Centre Car Parking Capacity and Management

(This section will be updated to reflect the findings of the Southend Town Centre Car Parking Study – expect to be finalised in early June )

#### Draft Southend Town Centre Car Parking Study (May 2016)

- 118 Within the town centre there are around 4,000 public off-street spaces comprising 2,100 Council owned and 1,900 privately owned parking spaces, with several sites being large surface car parks. In recent years, a number of temporary surface level car parks have increased car parking provision to more around 4,400 within the SCAAP area
- 119 Early reporting from the draft Southend Town Centre Car Parking Study provides a good indication of the modes of travel to Southend High Street and spend of those visiting the SCAAP area. It has revealed of those surveyed, 38% had walked, 22% had travelled by car, 19% by train, 16% by bus, 2% by bike, and 2% responded “other” (e.g. taxi, motorbike). The most common journey purpose of the respondents was leisure (39% including seafront, amusements and nightclubs), shopping (31%), work (16%), education (8%), and business (2%).
- 120 Respondents who drive into the town centre have the highest spend per trip at £37.48, which is 40% more than those that walk at £22.15; however, those that walk into the town centre spend £240.49 per month, almost double the spend of a car driver at £125.58, bus passengers are the second highest spenders at £160.88 a month. The majority of people who drive into the town centre are able to park on their first attempt (90%). These figures are broadly similar across the week, but drivers are less likely to find a space on your first attempt on Fridays (86%).
- 121 The appraisal of the car parking survey data (between May 2015 and 2016) also revealed that that on a typical weekday network occupancy across the SCAAP area peaked at 55% capacity between the hours of 13:00 and 14:00 with 2,441 spaced

occupied. During this peak hour there were still 1,990 spaces available in the SCAAP area, and in 14 of the 19 car parks surveyed had occupancy below 85% (i.e. had visible spare capacity).

- 122 On the peak Saturday in August (22<sup>nd</sup>) across the 12 month period network capacity peaked between the hours of 15:00 and 16:00 with 3,451 spaces occupied. During this peak hour there were still 980 spaces available in the SCAAP area, and 10 of the 19 car parks had occupancy below 85% (i.e. had visible spare capacity).
- 123 Overall, over the 12 month period (May 2015 to May 2016), the data revealed that there was only one day during which network capacity across the SCAAP area reached or exceeded 85% (i.e. the point beyond which parking demand may begin to become suppressed).
- 124 As such the early findings of the Study reveal that there is spare capacity in the network, and that the car parks are able to manage peak periods for visitors to the town centre and seafront.
- 125 Even so, throughout the SCAAP plan period it is recognised that car parking capacity and demand within Southend Central Area should be kept under review to ensure that this capacity remains to assist economic growth.
- 126 The early findings also revealed, when a forecast of future parking supply and demand was calculated, by applying approved planning applications and estimated level of development in the policy areas and opportunity sites, and generating trip rates from a TRICS database, for a peak Thursday in August 2015, that none of the approved applications resulted in a loss of public parking. There is a forecast peak of 54% between 12:00 and 13:00 at which point there is a forecast spare capacity of 1,786 spaces within the system. Survey data also revealed that, when the busiest Saturday in August 2015 was applied, that there was forecast peak occupancy of 73% between 14:00 and 15:00, at which point there is a forecast spare capacity of 868 spaces in the network. In summary, the additional demand generated by additional development is easily absorbed within the overall SCAAP parking network.
- 127 Overall the SCAAP approach is to maintain capacity at a level that supports the vitality and viability of the town centre, and enables the delivery of relevant opportunity sites. The early findings suggest that it will be possible for the key developments in the SCAAP area to come forward by 2021 without affecting the overall capacity of the car parking network (owing to spare capacity in the network) to provide the level of spaces required to support business and enterprise in the town centre and central seafront area.

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

- 128 An extension of the existing car park Variable Messaging Signs (VMS), or updated technology, is encouraged to direct drivers to the most convenient car park and avoid unnecessary circulating traffic. This may be particularly beneficial, together with the promotion of other non-car travel modes, during seasonal visitor peaks where parking is at greater demand, such as the summer months and during December. Improving access to a number of the town centre car parks by managing the road network will provide enhanced access to and between town centre car parks and help reduce traffic circulating through the town centre.
- 129 This would also allow the Council to make the best use of off-street parking in Southend Central Area, while rationalising on-street parking, aligned with public transport improvements, the promotion of smarter choice measures, and the use of VMS.

## Policy DS5 – Transport, Access and Public Realm

1. In order to improve access to, from and within Southend Central Area through the implementation of the Opportunity Sites and Policies within this plan, the determination of planning applications, and other initiatives and partnership working, the Council will:
  - a. Provide strategic junction improvements to improve vehicle circulation and to accommodate inward investment and growth;
  - b. Seek to better manage demand on the road network leading to, from and within the Town Centre safely, and balance this with the needs of other modes, particularly where this would give greater reliability to road users and priority to pedestrians, cyclists, public transport users and other vulnerable road users.
  - c. Implement sustainable transport measures, including travel plans and travel packs, in line with the Transport, Access, and Public Realm Strategy as set out in Appendix 5 and Development Management Policy DM15 – Sustainable Transport.
  - d. Work with bus operators to encourage more users, through a programme of bus priority measures, encouraging non-car trips to the Town Centre, and enhance services later into the evening to serve the night time economy.
  - e. Ensure bus priority measures enhance the A13 passenger transport corridor and the connections with London Southend Airport and the seafront, focusing on the Queensway dual-carriage way junctions at London Road, Southchurch Road and Seaways.
  - f. Improve the quality of existing and promote the creation of new pedestrian and cycle priority routes to improve access to the Town Centre, considering the potential for mixed-mode or segregated priority routes where appropriate.
  - g. Improve gateway crossings for pedestrians at key locations on Queensway dual carriageway and routes into the Town Centre from surrounding neighbourhoods.
  - h. Encourage businesses to provide appropriate service and delivery arrangements and minimise their environmental impact; working with the freight industry and logistics to implement more efficiency use of vehicles in terms of guidance, zoning and delivery timetables and this can be set out in a freight management plan.
  - i. Review signage and implement an integrated signage strategy for vehicles, buses, freight, pedestrians and cyclists, including its integration with public art where possible, ensuring signage is kept to a minimum to avoid cluttering the streetscape. Make full use of technology to facilitate the shift to sustainable transport modes.
  - j. Ensure street lights are maintained, CCTV is prominently sited, and public transport and taxis operate after dark to help improve the perception of safety within the Central Area.
  - k. In order to promote and reinforce local distinctiveness all public realm improvement works, including those outlined in the relevant Policy Areas, should seek to provide a coordinated palette of materials, facilitate a reduction in street clutter, consider the needs of all users, including vulnerable and disabled users, the provision of additional seating and have regard to guidance within the Design and Townscape Guide SPD1 and Streetscape Manual SPD3.
  - l. Encourage visually active frontages through the installation of public art, green walls, well detailed signage, and appropriately placed windows and entrances to enliven blank frontages, as defined on the Policies Map.



- m. Improve road safety and the quality of the environment by introducing traffic calming and related measures within predominantly residential areas as appropriate.
2. In order to support the vitality and viability of the Town Centre the Council will:
- Maintain an overall level of parking capacity within the SCAAP area, including for cars, motorcycles, taxis, bicycle and Blue Badge Holder provision at a level that supports the vitality and viability of the town centre, whilst enabling the delivery of relevant opportunity sites.
  - Assess the costs and benefits of an extension to the existing VMS scheme, or updated technology, to enable real-time direction of drivers to the most appropriate car park for their destination based on proximity and available capacity, avoiding unnecessary circulating traffic, and by giving consideration to the management of the road network and access points to car parks;
  - Improve the information available about the range of parking and sustainable travel options for visitors to Southend, including improvements to the Council website and through working with local businesses.
  - Seek to relieve the pressure on the more popular car parks at peak times and encourage use of less occupied car parks through a combination of dynamic signage, pricing and pre-journey information.
  - Ensure pedestrian routes to and from public car parks, railways and other public transport interchanges are direct, well-lit and well-signposted, benefiting from a high quality public realm that links well with main areas of interest.
  - Ensure new and existing car parks add to the overall quality of an area through such measures as landscaping, planting, green walls, pedestrian walkways and pedestrian permeability as well incorporating suitable layouts to reduce visual effect.
3. The Council will work in partnership with key stakeholders to improve transport and access in Southend Central Area, and to secure funding for transport and public realm improvements.
4. The provision of facilities for charging electric vehicles and other ultra-low emission vehicles will be encouraged wherever practical and feasible.

POLICY LINKAGES – TRANSPORT, PUBLIC REALM	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 9, 10, 14	<b>Policies:</b> Policy KP2: Development Principles Policy KP3: Implementation and Resources Policy CP3: Transport and Accessibility Policy CP4: The Environment and Urban Renaissance
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM15: Sustainable Transport Management
<b>Southend Central AAP</b> <b>Objectives:</b> 3, 4	<b>Policies:</b> Policy PA1: High Street Policy Area Development Principles Policy PA2: London Road Policy Area Development Principles

	Policy PA3: Elmer Square Policy Area Development Principles Policy PA4: Queensway Policy Area Development Principles Policy PA5: Warrior Square Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy PA7: Tylers Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles
<b>Local Transport Plan 3 (refresh)</b>	<b>Policies:</b> LTP Policy 2 LTP Policy 4 LTP Policy 21

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

## 4.12 Infrastructure Provision

### Central Area Infrastructure

- 130 It is recognised that infrastructure will be required to support and in some cases enable the scale and location of growth set out in the Core Strategy. This includes the delivery of a significant number of new dwellings and jobs in the Southend Central Area. The infrastructure types and projects vary, and include transport, flood defence, education, health, social and community facilities, and utilities, such as electricity, water and waste.
- 131 All have been taken into account within the Southend Infrastructure Delivery Plan (IDP). The IDP is a live document produced to identify the range of infrastructure types and projects required to support growth. Importantly it identifies likely funding sources, delivery agents, timescales and priorities, and forms an important supporting document in relation to the Council's Community Infrastructure Levy (CIL) Charging Schedule. The document was produced through collaboration with key partners and infrastructure providers, and will be updated, where necessary, to reflect project delivery and change.
- 132 The mechanisms for requiring and encouraging infrastructure delivery include adopted planning policy, planning conditions, S106 agreements and planning contributions (via Southend Planning Obligation – A Guide to the Section 106 and Developer Contributions SPD); and the CIL. These mechanisms are broadly set out in the Core Strategy and CIL documents, and for this reason are not repeated.
- 133 The Town Centre and Central Seafront Area is the location of a number of key existing infrastructure networks and future projects, which relate to the area's wider

growth, as well as the growth specifically earmarked for the Central Area. Such infrastructure includes roads, parking, public realm, sewerage, railway stations, library etc., many of which will need to be enhanced or upgraded to support the increase in the Central Area's population.

- 134 Additional housing development in the Central Area is expected to result in a notable increase in population. It is important that these residents have access to health, education and other community facilities in convenient locations to minimise the need to travel.
- 135 In terms of provision for education, it is considered that the planned population growth in the Central Area will be accommodated via the expansion of existing schools, however, in the long term it is recognised that there may be a need for additional schools, and this will be kept under review.
- 136 Higher and further education is a key driver in providing economic and social benefits to society. The Council will support the expansion of higher education facilities in the Central Area, through the continued development of South Essex College and The University of Essex's Southend campus to consolidate the role of Southend as an educational centre of excellence.
- 137 An increase in the population will create further demand for social and community infrastructure, such as doctors' surgeries, dentists and health centres, as well as other community facilities such as meeting places, sports venues, cultural buildings, public houses and places of worship. Recent examples of new provision include a new Care Commissioning Group (CCG) facility at North Road, a new library at the Forum, and Prittlewell Chapel.
- 138 All Policy Areas may provide opportunities for new and improved social care and community facilities, particularly Victoria and Sutton Gateway Neighbourhood. Regeneration in the Queensway Policy Area will also provide opportunity for further provision of social and community infrastructure, where feasible.
- 139 Southend-on-Sea Borough Council, with the Environment Agency and Anglian Water Services Ltd. (Anglian Water) has formed a Local Flood Risk Management Partnership. The aim of this partnership is to work together to manage local sources of flooding.
- 140 Water companies are subject to a statutory duty to 'effectually drain' their area. This requires them to invest in infrastructure suitable to meet the demands of projected population growth. Southend Waste Water Treatment Works has adequate capacity to accommodate the Core Strategy growth targets to 2021 and beyond. However, developers will need to consider the effect of their development on the capacity of the local waste water network. Proposals will need to demonstrate that they will not overload this.

- 141 There is statutory provision for developers to fund additional sewerage infrastructure required to accommodate flows from a proposed development. Adequate sewerage infrastructure should be in place to serve the area before development progresses. Developers should seek pre-planning advice from Anglian Water at the earliest opportunity to ensure appropriate provision is made. Further details and useful guidance can be found on Anglian Water’s website.
- 142 New development will require separate foul and surface water drainage/sewerage, as drainage of surface water to foul sewers is a major contributor to sewer flooding. Provision should be made for surface water to drain to SuDS systems (refer to Policy DS4).
- 143 In terms of water supply and sewerage, developers will be required to pay the infrastructure provider for any mains diversions resulting from development proposals.

<b>POLICY LINKAGES – INFRASTRUCTURE</b>	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 2, 4, 9, 13	<b>Policies:</b> Policy KP1: Spatial Strategy Policy KP2: Development Principles Policy KP3: Implementation and Resources Policy CP3: Transport and Accessibility Policy CP4: The Environment and Urban Renaissance Policy CP6: Community Infrastructure Policy CP7: Sports recreation and green space
<b>Development Management DPD</b>	<b>Policies:</b> Policy DM2: Low Carbon Development and Efficient Use of Resources Policy DM14: Environmental Management
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 8, 10	<b>Policies:</b> Policy DS5 – Transport, Access and Public Realm Policy PA1: High Street Policy Area Development Principles Policy PA2: London Road Policy Area Development Principles Policy PA3: Elmer Square Policy Area Development Principles Policy PA4: Queensway Policy Area Development Principles Policy PA5: Warrior Square Policy Area Development Principles Policy PA6: Clifftown Policy Area Development Principles Policy PA7: Tylers Policy Area Development Principles Policy CS1: Central Seafront Policy Area Development Principles Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles Policy PA9: Sutton Gateway Neighbourhood Policy Area Development Principles
<b>Community Infrastructure Levy</b>	<b>Charging Schedule</b> A guide to S106 and developer contributions Infrastructure delivery plan

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



## Part C: Policy Areas and Site Allocations

### 5. Introduction

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- 144 This section introduces the Policy Areas and their key Development Principles. Some of these Policy Areas contain allocated sites, comprising of Opportunity sites that establish parameters for development in specific locations. These sites are considered to be deliverable, at least in part, by 2021, the end of the SCAAP's plan period.
- 145 The boundary of each Policy Area and Site Allocation can be viewed on the Policies Map and Map 3.
- 146 Any planning application proposed in the SCAAP area on any site would be determined on its merit taking into account adopted and emerging planning policies and any other material considerations.
- 147 The policies are not explicit on the precise quantum of development, which leaves flexibility as development proposals come forward. Nevertheless, the scope for development, suitable uses and the deliverability of proposals is explored and presented in this section.
- 148 Applicants should demonstrate that they have considered and responded to the range of uses and site specific guidance identified in the policies in preparing their planning applications.
- 149 Informal planning guidance in the form of Development Briefs or Master Plans may be prepared for individual Policy Areas and Opportunity Sites, as necessary and appropriate, to provide greater clarity and further guide delivery and implementation.

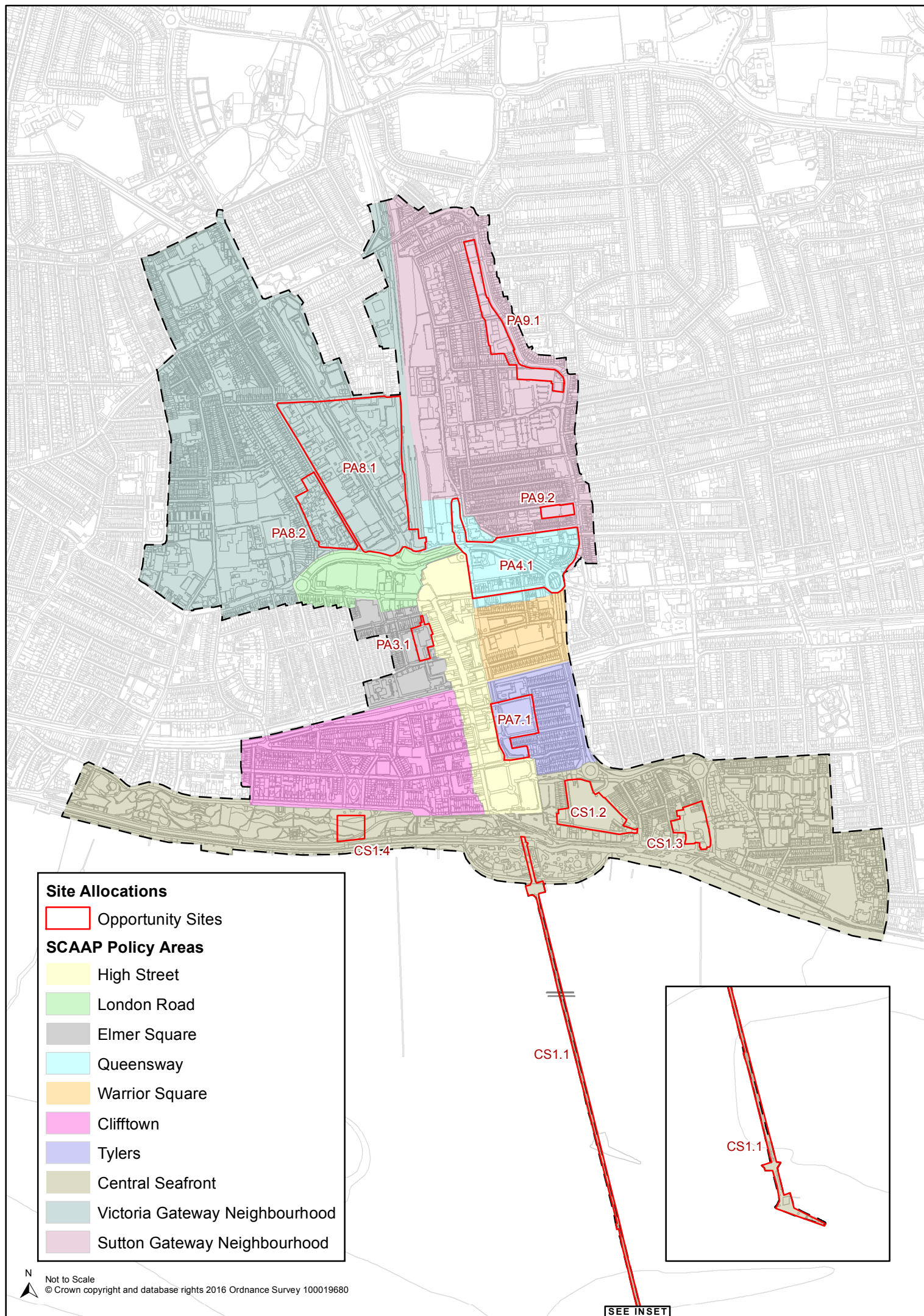
Table 5: Opportunity Sites

Opportunity Site		Proposed Land Use (summary)	Indicative Residential Capacity		Phasing
			Gross	Net	
PA3.1	Elmer Square Phase 2	Cultural and learning & supporting uses, including cafes, commercial workspace and studios.	-	-	Delivered by 2021
PA4.1	'Better Queensway' Project	Residential, social & community uses, secondary town centre uses, including small retail, cafes.	1200	760	Half of site delivered by 2021
PA7.1	Tylers	Retail, residential, public parking, transport interchange.	150	150	Delivered by 2021
CS1.1	Southend Pier	Leisure & cultural uses, including cafes, restaurants, small shops	-	-	Delivered by 2021
CS1.2	Seaways	Leisure, tourism, restaurants, cinema, hotel, public parking	-	-	Delivered by 2021
CS1.3	Marine Plaza	Residential, leisure, restaurants, local shops	282	278	Delivered by 2021
CS1.4	New Southend Museum	Cultural, leisure, public parking, supporting café, restaurant and shops	-	-	Delivered by 2021
PA8.1	Victoria Avenue	Residential, office, convenience retail, leisure, cafes, community facilities, public parking	1000	1000	Planning permissions delivered by 2021 (662 gross/net)
PA8.2	Baxter Avenue	Residential	500	240	Half of site delivered by 2021
PA9.1	Sutton Road	Residential, community uses	214	214	Planning permissions



					delivered by 2021 (92 gross/net)
PA9.2	Guildford Road	Residential, convenience retail	50	50	Delivered by 2021

# Map 3 - SCAAP Policy Areas and Opportunity Sites



## 5.2 High Street Policy Area

### Aims

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

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

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

### Overview

- 150 The High Street is almost 800 metres in length and contains multiple retail outlets interspersed with cafes, restaurants, coffee bars, banks and building societies. It is anchored in the north by The Victoria Shopping Centre and in the south by The Royals Shopping Centre where, via Pier Hill, there is a continuous link to the **Central Seafront Policy Area**.
- 151 The High Street, along with The Victoria and The Royals shopping centres, falls within the Town Centre Primary Shopping Area, which is a sub-regional comparison shopping destination and the first preference for all forms of retail and town centre uses within Southend.

### Policy PA1: High Street Policy Area Development Principles

1. The High Street forms part of the Primary Shopping Area. The Council will support retail and Town Centre uses that contribute to the vitality and viability of the centre in accordance with Policy DS1.
2. Development proposals that would assist delivery of the following will be supported in principle:
  - a. A net increase in dwellings, including livework units, above existing or new commercial development, where appropriate;
  - b. The conservation and restoration of historic shopfronts (including frontages of townscape merit) in line with Policy DM5 of the Development Management Document;
  - c. Mixed-use development with active ground floor frontages;
  - d. The provision of active frontage on the southern façade of The Royals Shopping Centre;
  - e. The introduction of additional A3 cafes and restaurants, subject to the provisions of **Policy DS1: A Prosperous Retail Centre**
  - f. Energy efficiency, as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
3. The Council will seek to conserve existing landmarks and landmark buildings and ensure new development respects their views, setting and character, in line with **Policy DS2: Key Views and Policy DS3: Landmarks and Landmark Buildings.**
4. In order to enhance the High Street experience, the following public realm improvements will be promoted as development opportunities arise:
  - a. Transforming and enhancing the existing public space at Victoria Circus, enabling flexibility in its design and layout for public events;
  - b. Encourage visually active frontages, through public art, green walls, architectural fenestration to buildings on Queensway dual carriage way;
  - c. Creating a new public space to the High Street either side of the railway bridge, including a creative lighting scheme;
  - d. Further connect the Town Centre to the Central Seafront Policy Area
    - i. by a series of multi-level public spaces, including an upper level public piazza (as referred to in Policy Area CS1.10.b);
    - ii. through improved signage and public art
  - e. maintain and improve the High Street as public space for pedestrians, addressing the principles of the Southend Streetscape Manual and by providing quality landscapes including urban greening, tree planting, improved lighting and integrated signage;
  - f. Pedestrianisation and enhancement of a number of the High Street's inter-linking access ('stub') roads, supporting access to car parks, green space, retail and surrounding neighbourhoods;
  - g. At key junction points, create a strong public realm to emphasise the intersection of east-west routes

POLICY LINKAGES – HIGH STREET	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 1, 4, 5, 8, 14, 15, 18	<b>Policies</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP1: Employment Generating Development CP2: Town Centre and Retail Development CP4: The Environment and Urban Renaissance
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM2: Low Carbon Development and Efficient Use of Resources DM5: Southend-on-Sea's Historic Environment DM15: Sustainable Transport Management
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 9, 10	<b>Policies:</b> DS1: Maintaining a Prosperous Retail Centre DS2: Key Views DS3: Landmarks and Landmark Buildings DS4: Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm PA2: London Road Policy Area Development Principles PA3: Elmer Square Policy Area Development Principles PA4: Queensway Policy Area Development Principles PA5: Warrior Square Policy Area Development Principles PA6: Clifftown Policy Area Development Principles PA7: Tylers Policy Area Development Principles CS1: Central Seafront Policy Area Development Principles PA8: Victoria Gateway Neighbourhood Policy Area Development Principles PA9: Sutton Gateway Neighbourhood Policy Area Development Principles

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

### 5.3 London Road Policy Area

#### Aims

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

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

## Overview

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

## Policy PA2: London Road Policy Area Development Principles

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

### POLICY LINKAGES – LONDON ROAD

<p><b>Core Strategy</b>  <b>Strategic Objectives:</b> 1, 4, 5, 8, 14, 15</p>	<p><b>Policies:</b>          KP1: Spatial Strategy          KP2: Development Principles</p>
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	KP3: Implementation and Resources CP1: Employment Generating Development CP2: Town Centre and Retail Development CP4: The Environment and Urban Renaissance
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM2: Low Carbon Development and Efficient Use of Resources DM15: Sustainable Transport Management
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 9, 10	<b>Policies:</b> DS4: Flood Risk Management and Sustainable Drainage DS5: Transport and Accessibility PA1: High Street Policy Area Development Principles PA4: Queensway Policy Area Development Principles PA8: Victoria Gateway Neighbourhood Policy Area Development Principles PA9: Sutton Gateway Neighbourhood Policy Area Development Principles

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

## 5.4 Elmer Square Policy Area

### Aims

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

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

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

### Overview.

155 Elmer Square is on the edge of the Town Centre in an area of transition between the High Street to the east and the residential areas to the west. The area contains a state of the art library 'The Forum' and learning facilities, and is complemented by the adjacent higher and further education campuses. Queens Road to the north of the Policy Area contains a range of popular cafes and small scale retail units and provides an important and vibrant link with the High Street.



- 156 The University Square student accommodation is situated at the northern extent of the Policy Area, providing a distinctive landmark, as well as high quality public car parking that will be maintained. The Forum, South Essex College and University of Essex Buildings are also identified as landmark buildings in Policy DS3.
- 157 Significant improvements have been made to the public realm; nevertheless, the backs of buildings on the High Street that front onto the public open space have a detrimental visual impact.
- 158 **Opportunity Site (PA3.1): Elmer Square Phase 2** provides the opportunity to develop additional educational facilities, of a high quality design that complements the Forum and reinforces key links through the site.

## Policy PA3: Elmer Square Policy Area Development Principles

1. The Council, through its role in determining planning applications and other initiatives, will:
  - a. promote educational and supporting uses that deliver the aims of the Policy Area;
  - b. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
  - c. will seek to conserve existing landmark buildings and ensure new development respects their views, setting and character, in line with **Policy DS3: Landmarks and Landmark Buildings**.
2. Planning applications for new student accommodation should be accompanied by a long term management and maintenance plan, to ensure the development has a positive impact on local amenity and environment for the lifetime of its use.
3. The Council will promote the following access and public realm improvements:
  - a. creation of new shared space along Queens Road between Elmer Avenue and the High Street;
  - b. provision for 'mixed mode - pedestrian and cycle priority' route from Queensway to Luker Road via the London Road Policy Area, College Way, Queens Road and Elmer Avenue;
  - c. provision of public art and integrated signage and artwork to building elevations that combine with more traditional signage to signal entry to the Town Centre and the High Street where appropriate, and clear way-finding;
  - d. pursue urban greening projects and improved landscaping, including the use of green walls and roof gardens and the creation of green space within new development.
4. The following Opportunity Site, as identified on the Policies Map, is allocated primarily for educational use (Use Class D1):

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

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

- i. Within **Opportunity Site (PA3.1): Elmer Square Phase 2**, planning permission will be granted for educational and supporting uses, such as commercial studios and workspace and eateries to complement Phase 1 and to further reinforce Elmer Square as the heart of the learning hub.
- ii. Opportunities to improve the visual appearance to the rear of buildings on the High Street that front onto the public space, and associated public realm enhancements including surfacing, lighting, landscaping and the continued provision of high quality outside public space to complement Phase 1 will also be promoted within Opportunity Site 3. Efforts to further connect this area and create new vistas with the high street area will be encouraged.

POLICY LINKAGES – ELMER SQUARE	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 2, 4, 13, 15, 18	<b>Policies:</b> Policy KP1: Spatial Strategy Policy KP2: Development Principles KP3: Implementation and Resources Policy CP4: The Environment and Urban Renaissance Policy CP6: Community Infrastructure
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM2: Low Carbon Development and Efficient Use of Resources DM15: Sustainable Transport Management
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 10	<b>Policies:</b> DS3: Landmark and Landmark Buildings DS4: Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm

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

## 5.5 Queensway Policy Area

### Aims

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

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

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

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

## Overview

- 159 The Queensway Policy Area is dominated by a swathe of 1960s residential tower blocks. These provide redevelopment potential (including the re-provision of social housing) and associated opportunities to enhance the setting of All Saints Church (locally listed) and Porters (Grade 1 listed) heritage assets. Locations such as Coleman Street will provide opportunity to re-establish urban grain (i.e. the physical form of street patterns and blocks) by providing residential development that complements existing dwellings in the streetscene.
- 160 To the north-west of the Policy Area is a retail outlet occupied by The Range on a long term lease, and the cleared site of the former Focus Youth Centre now utilised as a public car park. Given the prominence of this site if a redevelopment opportunity was to come forward there may be potential for it to be integrated within a comprehensive scheme for the redevelopment of the adjacent residential tower blocks (see 'Better Queensway' project below).
- 161 To the south of the Policy Area is Southchurch Road (secondary shopping frontage) containing a mix of older, low rise, buildings that have a poor visual appearance. Even so, Southchurch Road plays an important role as a secondary retail and commercial frontage, and is currently a principal route for traffic entering the Town Centre from the east in order to use the car parks in and around the Chichester Road area.
- 162 Queensway dual carriageway bisects the Policy Area and acts as both a major highway approach to the Town Centre and a ring road around it. Its scale and design acts as a barrier between the Town Centre and its outlying neighbourhoods, despite this its verges are amongst some of the most significant green wedges in the Town Centre, but as green spaces they are not useable given their nature and there is opportunity to enhance these spaces.
- 163 Chichester Road currently provides access through the Queensway Policy Area to the **Warrior Square** and **Tylers Policy Areas** and a number of Town Centre car parks, as well as being the major bus access to the Travel Centre in the Tylers Policy Area. The environmental quality of Chichester Road is very poor. Chichester Road is widely used by vehicles accessing the town centre car parks. Opportunity exists to enhance pedestrian links to the High Street Policy Area centre via Queensway and Chichester Road.
- 164 **Opportunity Site (4.1): 'Better Queensway' Project**  
The Council has initiated the 'Better Queensway' project, which aims to regenerate the area covered by the large residential tower blocks to provide for modern purpose built social housing set within an enhanced local environment.

- 165 The project will improve this part of the Queensway Policy Area to form an integrated part of central Southend. It is envisaged that it will be an attractive area with a community focus that people want to visit, spend time in and live due to its improved and welcoming surroundings.
- 166 Regeneration and development of the 'Better Queensway' project will be the catalyst for wider regeneration in Southend Central Area, broadening the demographic and increasing the number of residents living in the central area, generating more activity and demand for local services. Given the scale and redevelopment nature of the project it is envisaged that approximately half of the site will be delivered during the SCAAP plan period (by 2021). The site, including any outstanding phases of development, will be reviewed during the Local Plan preparation process.
- 167 The initiative provides significant opportunity for redevelopment and regeneration to re-establish the historic urban grain and uplift the image of the area, complemented by enhancements to the carriageway and public realm and re-provision of social housing.
- 168 The project also provides the opportunity to provide for improved landscaping, and the provision of a new park, the 'Queensway Urban Park.'

## Policy PA4 : Queensway Policy Area Development Principles

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

- h. Urban Greening to promote biodiversity and establish the Queensway Urban Park, which sensitively addresses and enhances the setting of Porters and All Saints Church and links well with Warrior Square Policy Area.
- i. Provide new public open space fronting Chichester Road, including appropriate crossing improvements on Chichester Road, to relieve the canyon effect of existing buildings and improve the environment for residents and visitors, encouraging walking and cycling.

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

Site Reference	Site Name	Planning Status*	Indicative number of dwellings	Timescale for delivery
PA4.1	'Better Queensway' Project	NA	1200**	D1, A1

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

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

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

POLICY LINKAGES - QUEENSWAY	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 3, 4, 6, 7, 10, 13, 14, 15, 18	<b>Policies:</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP1: Employment Generating Development CP4: The Environment and Urban Renaissance CP6: Community Infrastructure CP 8: Dwelling Provision
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM2: Low Carbon Development and Efficient Use of Resources DM3: Efficient and Effective Use of Land DM7: Dwelling Mix, Size and Type DM8: Residential Standards

	DM15: Sustainable Transport Management
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 8	<b>Policies:</b> DS1: Maintaining a Prosperous Retail Centre DS2: Key Views DS3: Landmarks and Landmark Buildings DS4: Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm PA1: High Street Policy Area Development Principles PA3: Elmer Square Policy Area Development Principles PA5: Warrior Square Policy Area Development Principles PA8: Victoria Gateway Neighbourhood Policy Area Development Principles PA9: Sutton Gateway Neighbourhood Policy Area Development Principles

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

## 5.6 Warrior Square Policy Area

### Aims

Warrior Square will provide a tranquil contrast to the vibrant High Street area, focused on its predominant small-scale residential character of the conservation area and the Warrior Square public open space.

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

Access to Warrior Square from neighbouring policy areas and residential neighbourhoods will be enhanced and a legible network of pedestrian and cycle friendly routes will be formed.

### Overview

169 Development within the Policy Area will need to sensitively address the setting of the Conservation Area in terms of scale, massing and detailed design. Additional Residential-led development with car parking and the potential for appropriate supporting uses such as office development, particularly fronting Chichester Road, and community uses would be appropriate for the area. New development also provides the opportunity to bring activity and natural surveillance to Warrior Square Gardens.



- 170 Chichester Road presents a main thoroughfare within the Policy Area yet the quality of the streetscape is poorly defined in part, and there is scope for enhancement to be made to the public realm, such as upgrading of the footway surfaces, tree planting and public art, and pedestrian and cycle links to and from the town centre and surrounding area, particularly the Queensway Policy Area via Chichester Road and Warrior Square East.

#### Policy PA5 : Warrior Square Policy Area\_Development Principles

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

- a. promote residential-led mixed-use development that delivers the aims for the Policy Area, with active ground floor uses on Southchurch Road with residential and offices above;
- b. conserve and enhance Warrior Square Conservation Area and its setting;
- c. reinforce the residential nature of Warrior Square East and Whitegate Road (east);
- d. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
- e. seek to ensure that new development respects the views, setting and character of landmark buildings located near to the Policy Area, in line with **Policy DS3: Landmarks and Landmark Buildings**.

2. The Council will promote the following access and public realm improvements:

- a. maintain the environmental and design quality of Warrior Square Gardens and promote future public realm improvements that respect and engage with the Gardens;
- b. creation of a new pedestrian and cycle priority route along Warrior Square between Warrior Square East and the High Street including appropriate crossing and footway improvements on Chichester Road as well as tree planting and other enhancements to the environment;
- c. provision for 'mixed mode - shared priority' route from Southchurch Road via Warrior Square East, improving the access and linkages between Warrior Square Policy Area and Queensway;
- d. environmental improvements to Queensway dual carriageway including planting to establish links to Queensway Urban Park and useable green spaces where appropriate.
- e. a restriction in the provision of hard landscaping, encouraging opportunities for soft landscaping to complement the character of the Gardens and assist drainage.
- f. Public Art provision to buildings, public and private spaces

#### POLICY LINKAGES – WARRIOR SQUARE

##### Core Strategy DPD

**Strategic Objectives:** 1, 3, 4, 5, 6, 7, 9, 10, 13, 14, 15, 18

##### Policies:

KP1: Spatial Strategy  
 KP2: Development Principles  
 KP3: Implementation and Resources  
 CP1: Employment Generating Development

	<p>CP3: Transport and Accessibility  CP4: The Environment and Urban Renaissance  CP6: Community infrastructure  CP7 - Sport, Recreation and Green Space  CP 8: Dwelling Provision.</p>
<p><b>Development Management  DPD</b></p>	<p><b>Policies:</b>  DM1: Design Quality  DM2: Low Carbon and Development and Efficient Use of Resources  DM3: Efficient and Effective Use of Land  DM4: Tall and Large Buildings  DM5: Southend-on-Sea’s Historic Environment  DM7: Dwelling Mix, Size and Type  DM8: Residential Standards  DM10: Employment Sectors  DM15: Sustainable Transport Management</p>
<p><b>Southend Central AAP  Objectives: 1, 2, 3, 4, 5, 6, 7, 8,  9</b></p>	<p><b>Policies:</b>  Policy DS4: Flood Risk Management and Sustainable Drainage  Policy DS5: Transport, Access and Public Realm  Policy PA1: High Street Policy Area Development Principles  Policy PA4: Queensway Policy Area Development Principles  Policy PA7: Tylers Policy Area Development Principles</p>

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

## 5.7 Clifftown Policy Area

### Aims

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

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

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

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

## Overview

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

## Policy PA6: Clifftown Policy Area Development Principles

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

POLICY LINKAGES - CLIFFTOWN	
<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 1, 2, 4, 8, 14, 15, 18	<b>Policies:</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP2: Town Centre and Retail Development CP4: The Environment and Urban Renaissance CP7 - Sport, Recreation and Green Space
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM2: Low Carbon Development and Efficient Use of Resources DM4: Tall and Large Buildings DM5: Southend-on-Sea's Historic Environment DM6: The Seafront DM14: Environmental Protection
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7	<b>Policies:</b> DS1: Maintaining a Prosperous Retail Centre (Including Policy Options DS1a, b and c) DS2: Key Views DS3: Landmark and Landmark Buildings DS4: Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm PA1: High Street Policy Area Development Principles CS1: Central Seafront Policy Area Development Principles

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

## 5.8 Tylers Policy Area

### Aims

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

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

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

## Overview

- 175 The Tylers Policy Area has strong connections with the High Street, which lies to its west, and forms part of the link between the town centre and established residential communities to the east, as well as providing access to the Central Seafront Policy Area, and key opportunity sites at Seaways Car Park and Marine Parade. It contains a fragmented area of office blocks, Southend Travel Centre (the Town Centre public transport interchange), public surface level car parking at Tylers Avenue, and residential streets.
- 176 It is severed from the High Street by Chichester Road, which at present functions as a main access route for cars and service vehicles accessing the Town Centre and car parks, and for buses serving the Travel Centre. While it provides access to the Central Seafront Area, the quality of the public realm is poor and connections are weak. Queensway dual carriageway forms another barrier, severing links with and into the residential areas to the east.
- 177 Within this Policy Area there is one Opportunity Site (PA7.1): Tylers Avenue. Redevelopment of the site could include the re-provision of the travel centre as a new public transport interchange, as part of a mixed-use scheme that includes retail uses at ground floor, and residential uses at upper floors, together with the provision of enhanced public space and parking.
- 178 Adjoining this fragmented area is an established residential area (comprised of Quebec Avenue, Portland Avenue, Baltic Avenue and Heygate Avenue) based on a traditional street pattern containing houses of different sizes and tenures. This residential area is somewhat isolated from the Town Centre because of the poor connectivity, given the barrier created by Chichester Road to the High Street. Measures to create a more cohesive and seamless transition through new development and public realm improvements will be welcomed.

## Policy PA7: Tylers Policy Area Development Principles

1. The Council, through its role in determining planning applications, masterplanning and other initiatives, will:
  - a. Promote mixed-use development that delivers the aims for the Policy Area, which may include a new public transport interchange as part of the Tylers opportunity site;
  - b. Seek active frontages at ground floor on Chichester Road and York Road;
  - c. Promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy.
  
2. The Council will promote the following access and public realm improvements:
  - a. creation of a new public space in the location of the existing travel centre subject to this use relocating to the Tylers Opportunity Site, to provide enhanced connectivity to the Central Seafront and High Street Policy Areas;
  - b. create a mixed mode – pedestrian and cycle priority route along York Road to the High Street including appropriate crossings on Queensway dual carriageway and Chichester Road;
  - c. consider a ‘Home Zone’ style approach for the residential streets of Quebec Avenue, Portland Avenue, Baltic Avenue and Heygate Avenue including landscaping, tree planting, cycle parking and surface improvements.
  - d. ensure stronger integration with the Central Seafront Policy Area including improved walking and cycling linkages via St John’s Church and Seaway Car Park and Marine Parade Opportunity Site (OS 8) and via Pier Hill;
  - e. improve pedestrian accessibility and public realm enhancement that facilitates better access to the High Street and Southend Central railway station
  - f. promote environmental improvements to Queensway dual carriageway including: crossing points to neighbouring residential areas; the removal of guardrails; enhancing areas of landscaping and tree planting; and appropriately sited street furniture in line with the Streetscape Manual SPD;
  - g. junction improvements at Queensway dual carriageway/Seaway Car Park/Chancellor Road to enhance access to the Central Seafront Area;
  - h. Public art provision to buildings and public spaces.
  
3. The following Opportunity Site, as identified on the Policies Map, is allocated for mixed-use development primarily comprising of residential and Retail:

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

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

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

ii. Any development of the Opportunity Site should address a need for replacement car parking provision, identifying how any displaced parking needs are to be met on the site or in this part of the town centre and explore the potential for relocating the travel centre on the site where applicable to provide for enhanced passenger transport facilities and improved pedestrian connectivity to the town centre;

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

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

POLICY LINKAGES - TYLERS	
<p><b>Core Strategy DPD</b>  <b>Strategic Objective:</b> 1, 3, 4, 5, 6, 7, 8, 9, 10, 14, 15</p>	<p><b>Policies</b>            KP1: Spatial Strategy            KP2: Development Principles            KP3: Implementation and Resources            CP2: Town Centre and Retail Development            CP3: Transport and Accessibility            CP4: The Environment and Urban Renaissance            CP8: Dwelling Provision</p>
<p><b>Development Management DPD</b></p>	<p><b>Policies:</b>            DM1: Design Quality            DM2: Low Carbon and Development and Efficient Use of Resources            DM3: Efficient and Effective Use of Land            DM4: Tall and Large Buildings            DM7: Dwelling Mix, Size and Type            DM8: Residential Standards            DM10: Employment Sectors            DM15: Sustainable Transport Management</p>
<p><b>Southend Central AAP</b>  <b>Objectives:</b> 1, 2, 3, 4, 5, 8, 9</p>	<p><b>Policies:</b>            DS1: Maintaining a Prosperous Retail Centre            DS4: Flood Risk Management and Sustainable Drainage            DS5: Transport, Access and Public Realm            PA1: High Street Policy Area Development Principles</p>

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



## 5.9 Central Seafront Policy Area

### Aims

The Central Seafront will be a thriving and vibrant leisure, cultural and tourism area centred on the iconic Grade II listed Pier, which will be rejuvenated, being a key landmark.

High quality mixed use schemes will be developed and heritage and natural assets conserved and enhanced. Innovative schemes such as 'Spanish steps,' providing enhanced pedestrian links, a seafront lido and new lagoon and a new world class museum will be promoted.

There will be seamless transition between the Central Seafront and the town centre. New and enhanced access points will create a network of routes that lead seamlessly to the estuary and foreshore from surrounding areas. This will increase permeability and encourage better functional links between the different policy areas, increasing footfall and opportunities to contribute towards the local economy.

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

### Overview

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

- 179 The Central Seafront Policy Area, as defined on the Policies Map, is a thriving leisure and tourism area. Its regeneration and successful integration with the town centre through improved and enhanced pedestrian links amongst other things, will be key to increasing footfall and improving the areas vitality and viability. Although there has always been a physical separation of the Central Seafront Policy Area and Town Centre, if access was more straightforward and more pronounced there may be a better exchange of visitors between the Central Seafront and Town Centre and their functions.
- 180 The area also encompasses a number of environmental designations, SSSI, SPA and Ramsar site. These designations highlight the estuary's importance as a wildlife habitat. The policy approach to Nature Conservation and Biodiversity is set out within **Policy CS2** of this Plan.
- 181 While the estuary provides an important habitat for birds and wildlife, it has attracted many visitors. As such the area is under pressure from a number of

competing influences. There is a need to strike a balance between the protection and conservation of natural and built assets, including conservation areas and listed buildings, with the needs of residents and visitors utilising these resources, and the regeneration ambitions for the wider Southend Central Area.

- 182 The seafront benefits from some notable buildings and structures. The Grade II listed Pier, the longest pleasure Pier in the world, for example, has recently benefitted from considerable investment, including the development of the Royal Pavilion and the Council will seek further opportunities for its enhancement.
- 183 In respect to leisure and tourism the Central Seafront draws in residents and visitors for a range of activities. Adventure Island is a major tourism asset to Southend, but its physical form tends to be inward looking and isolated from its urban context. It also obscures esplanade level views and routes to the sea. If redevelopment and expansion does occur options should be explored with the owners about how changes within the site could simultaneously benefit the public realm by creating a more permeable boundary and incorporating active frontages to increase footfall around the site edges
- 184 The Cliffs Pavilion on the western edge of the Central Seafront Policy Area is another major visitor destination and is an important cultural asset which should be enhanced where possible to develop further the visitor offer.

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

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

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

- 186 **Southend Pier (Opportunity Site 7)** has the potential to be further rejuvenated as a landmark and destination, building on the success of recent developments such as The Royal Pavilion.

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

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

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

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

### **Opportunity Site 9: New Southend Museum**

189 A new museum within the cliff face will feature a range of displays from the collections of the Central Museum and Beecroft Gallery, including the internationally significant Saxon King find, in a new high quality iconic building for Southend. Other facilities will include a planetarium, collections store with associated curatorial facilities, a museum shop, café and restaurant.

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

## Policy CS1: Central Seafront Policy Area Development Principles

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

- pressure on the seafront;
  - d. use creative lighting and public art to strengthen identity and connectivity;
  - e. remove unnecessary street furniture and improve and rationalise signage in accordance with the principles set out in the Council's Streetscape Manual SPD, with particular focus on public realm adjacent to listed and locally listed buildings and Conservation Areas, in particular around The Kursaal;
  - f. provision of a more permeable boundary to Adventure Island to provide views in and through the site;
  - g. implement a rolling programme of improvements to the promenade and public spaces (further developing the City Beach scheme at Eastern Esplanade) and incorporating flood mitigation measures, such as SuDS;
  - h. junction improvements at Queensway/Seaway Car Park/Chancellor Road.
  - i. pursue urban greening and provide additional seating, tree planting and landscaping, as well as enhanced links between neighbouring Policy Areas;
  - j. upgrade the Cliffs Pavilion outdoor space and improve its connection to the Cliffs;
  - k. Improve traffic management with the aid of VMS and improved signage, parking, including taxi rank and coach drop off provision, and walking and cycling, including Sustrans route.
  - l. improvements to the Sealife Centre through redesign or redevelopment;
  - m. regeneration of redundant lavatories and the crazy golf site for kiosks or other small-scale seaside businesses;
  - n. explore development of a Seafront lido or new lagoon to compliment the seafront leisure offer.
4. The following Opportunity Sites, as identified on the Policies Map, are considered suitable for development for mixed-use purposes within the Central Seafront Policy Area:

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

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

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

ii. **Opportunity Site (CS1.2): Seaway Car Park**, the Council will pursue with private sector partners, landowners and developers a high quality, mixed use development

including the provision of leisure, cultural and tourism attractions including: restaurants, cinema, gallery, hotel, public and private open spaces, and vehicle and cycle parking. The potential for residential development may also be explored. Design and layout solutions should allow for:

- a. remodelling of the urban form to create a north-south axis on the Seaway site, providing a clear sight-line from Queensway dual carriageway to the sea;
- b. a stronger relationship with the Town Centre through the provision of safe and legible pedestrian and cycle routes;
- c. explore opportunities for a new link to Marine Parade from the Seaway site designed around 'Spanish Steps' and in doing so ensure that development does not prejudice its future delivery as a new link between the seafront and town centre;
- d. active frontages to all new and existing streets and spaces;
- e. appropriately sited taller and larger buildings to take advantage of estuary views (particularly to the Marine Parade part of the site), provided they do not cause undue overshadowing and are not detrimental to the amenity of existing neighbouring uses;
- f. a palette of good quality materials to reflect the vibrancy and colour of the seaside;
- g. relocation of a coach-drop off point within the site. The relocation of coach parking bays may be provided either on or off-site or a combination of both, provided offsite provision is well connected to the Seaways site and would not significantly adversely impact the local transport network;
- h. urban greening projects, including the creation of new public and private green space within new development;
- i. innovative design which allows the site to take advantage of the elevation and creates a legible environment with views of the estuary;
- j. the provision of appropriate seating, signage and way finding.

iii. **Opportunity Site (CS1.3): Marine Plaza**, the Council will support the comprehensive redevelopment of the site for high quality/ iconic residential development with complimentary leisure and supporting uses at ground floor fronting Marine Parade, incorporating areas of public open space into the site which take advantage of views of the seafront and estuary.

iv. **Opportunity Site (CS1.4): New Southend Museum**, the Council will promote the development of an exemplary, sustainable building that includes the new Southend Museum, gallery space, planetarium, conference/events spaces, and associated café/restaurant, together with public car and cycle parking and the creation of high quality green space, including amphitheatre within the cliffs, seating and good signage, linked to the High Street and Central Seafront via Cliff Gardens, Prittlewell Square and the wider Clifftown Policy Area. The design of new development will need to retain the open feel of this area and ensure that new planting includes native species and increase biodiversity in the area. Vehicular access should ensure that the primary road network, i.e. via Western Esplanade, is used to access the development and any new parking facilities.

POLICY LINKAGES – CENTRAL SEAFRONT	
<b>Core Strategy DPD</b> <b>Strategic Objective:</b> 4, 6, 7, 9, 10, 12, 14, 15, 17, 18	<b>Policies:</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP3: Transport and Accessibility CP4: The Environment and Urban Renaissance CP7 - Sport, Recreation and Green Space CP8: Dwelling Provision
<b>Development Management DPD</b>	<b>Policies:</b> DM1: Design Quality DM2: Low Carbon and Development and Efficient Use of Resources DM3: Efficient and Effective Use of Land DM4: Tall and Large Buildings DM5: Southend-on-Sea's Historic Environment DM6: The Seafront DM7: Dwelling Mix, Size and Type DM8: Residential Standards DM9: Specialist Residential Accommodation DM10: Employment Sectors DM12: Visitor Accommodation DM14: Environmental Protection DM15: Sustainable Transport Management
<b>Southend Central AAP</b> <b>Objectives:</b> 1, 2, 3, 4, 5, 6, 7, 8, 10	<b>Policies:</b> DS2: Key Views DS3: Landmark and Landmark Buildings DS4: Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm PA1: High Street Policy Area Development Principles PA6: Clifftown Policy Area Development Principle PA7: Tylers Policy Area Development Principles CS2: Nature Conservation and Biodiversity CS3: The Waterfront

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

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

- 191 The foreshore is designated for International and European sites for nature conservation. Particularly relevant to the Central Seafront Policy Area are Benfleet and Southend Marshes (SPA, SSSI and Ramsar site), which comprises the intertidal part of the Thames Estuary from Benfleet to Shoeburyness and cover the same land area within the SCAAP and wider Southend-on-Sea borough.
- 192 The marshes also provide an attractive environment for both marine activities and more passive enjoyment of natural habitats. There may be opportunities to design

high quality visitor facilities, giving visitors a better understanding of the ecosystems. All future activity and development will need to ensure that they do not adversely affect the interests of the nature conservation designations on the foreshore.

- 193 Developments which may affect a site of International or European nature conservation importance (SPA, Ramsar) will be subject to rigorous examination in consultation with Natural England and other relevant authorities.
- 194 Even if a development is located some distance from an International or European site it may still have a detrimental impact on the site and will need to be subject to a Habitats Regulations Assessment. Natural England should be consulted at an early stage of a planning application.
- 195 The applicant must submit appropriate biodiversity surveys, impact assessment and mitigation proposals to enable the Council to determine a planning application in addition to habitat regulation assessment, where required.
- 196 If it cannot be demonstrated that the application will not adversely affect an International or European site, then the application will be refused, unless there are no alternative solutions and the development has to be carried out for imperative reasons of over-riding public interest as set out in the Habitats Regulations.
- 197 In such cases compensatory habitat will be required. In addition, the Council will consider applying planning conditions or legal obligations to secure the integrity of the International or European site from any adverse impacts arising from the development.



## Policy CS2: Nature Conservation and Biodiversity

The Council will:

1. Ensure that all development proposals within the Central Seafront Area are accompanied by a Habitats Regulations Assessment and associated documentation to ensure there will be no adverse effect on the European and International foreshore designations (SPA and Ramsar) either alone or in combination with other plans or projects;
2. Not permit development proposals that will have an adverse impact, either directly or indirectly, on the foreshore designations;
3. In exceptional circumstances make exceptions on a Site of Special Scientific Interest (SSSI), only if it can be demonstrated that:
  - a. there are no alternative solutions; and
  - b. the reasons for the development clearly outweigh the nature conservation value of the site and is in the public interest,
4. Apply planning conditions or legal obligations to secure the protection, conservation and enhancement of a Site of Special Scientific Interest (SSSI) from any harmful impacts arising from the development;
5. Integrate the seafront and foreshore open space within a broader Southend 'green grid' of linked and functional green space to relieve visitor pressure on the seafront, and protect the sensitivities of the biodiversity interest. Areas of new/ improved public open space will be particularly promoted at Pier Hill, Seaway Car Park and along Eastern Esplanade;
6. Consider favourably the development of a high quality visitor facility close to the foreshore which will assist with interpretation of the natural habitat in the area, providing visitors a better understanding of the ecosystems and biodiversity.

### POLICY LINKAGES – CENTRAL SEAFRONT NATURE CONSERVATION

<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 12, 18	<b>Policies:</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP4: The Environment and Urban Renaissance CP7 - Sport, Recreation and Green Space
<b>Development Management DPD</b>	<b>Policies:</b> DM6: The Seafront
<b>Southend Central AAP</b> <b>Objectives:</b> 3, 5, 6	<b>Policies:</b> DS4:Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm CS1: Central Seafront Policy Area Development Principles CS3: The Waterfront

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

### The Waterfront

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

### Policy CS3: The Waterfront

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

### POLICY LINKAGES – CENTRAL SEAFRONT WATERFRONT

<b>Core Strategy DPD</b> <b>Strategic Objectives:</b> 12, 18	<b>Policies:</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP4: The Environment and Urban Renaissance CP7 - Sport, Recreation and Green Space
<b>Development Management DPD</b>	<b>Policies:</b> DM6: The Seafront
<b>Southend Central AAP</b> <b>Objectives:</b> 3, 5, 6	<b>Policies:</b> DS4: Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm CS1: Central Seafront Policy Area Development Principles CS2: Nature Conservation and Biodiversity

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

## 5.10 The Victoria Gateway Neighbourhood Policy Area

### Aims

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

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

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

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

### Overview

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

opportunity sites (PA8.1 and PA8.2) will be reviewed, including progress made with implementation, during the Local Plan preparation process.

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

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

1. The Council, through its role in determining planning applications and other initiatives, will:
  - a. Look favourably on high quality developments and schemes which can demonstrate that they will contribute to the transformation of this area into a vibrant community, which is integrated with the surrounding neighbourhood and is set within a remodelled built form of a quality that benefits this key gateway to the Town Centre,
  - b. Ensure all development within Prittlewell Conservation Area and those adjacent, seeks to conserve and enhance the heritage assets and repair gaps in the frontage along Victoria Avenue, realising the potential of the backland area to the rear of Victoria Avenue (west side 255-289) as a 'Lanes' style development, promoting specialist and independent industries, associated small scale businesses and ancillary residential units;
  - c. Give consideration to the provision of additional education facilities within the neighbourhood based on an assessment of the expansion needs when and where appropriate development opportunities arise;
  - d. Promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy;
  - e. Use its enforcement and other powers to reduce the damage to amenities and the environment resulting from long term vacant and derelict land and buildings.
  - f. Promote the provision of easily accessible new social and community infrastructure, such as doctor and dental surgeries, nurseries and community hubs.
  - g. Promote enhanced cultural facilities to compliment the Beecroft Centre and Central Museum Building;
  - h. Ensure that housing development including, mix and tenure is delivered in line with Development Management Policy DM7 – Dwelling Mix, Size and Type.
  - i. seek to conserve existing landmark buildings and ensure new development respects their views, setting and character, in line with **Policy DS3: Landmarks and Landmark Buildings**.
2. There is potential for archaeological deposits within the area of Nazareth House and Roots Hall and as such developers should have regard to Policy DM5 – Southend-on-Sea's Historic Environment.
3. Promote the following access and public realm improvements:
  - a. a priority public transport route linking Southend Central Area with London Southend Airport and adjacent development areas, including improvements at the junctions between the A127 at Fairfax Drive and East Street;
  - b. appropriate enhancements to North Road, including civic space at junction with Chelmsford Avenue, to improve the residential environment, provide for walking and cycling, and improve linkages to West Street local shopping centre, cultural facilities at Opportunity Site 12 and Prittlewell Chapel;
  - c. public realm improvements to the Victoria Avenue service road in association with

- development proposals within Opportunity Site 11;
- d. Public art provision to buildings, public and private spaces
- e. full integration with surrounding area through the provision of pedestrian and cycling routes, to improve access and linkages;
- f. urban greening projects linked to the green grid, including planting and the creation of new public and private green space within new development;
- g. enhancement of the existing Civic Space (including the Holocaust Memorial) on the east side of Victoria Avenue between the Civic Centre and Law Courts, and its integration with the broader area.
- h. contribute to improvements to the Victoria Avenue / East Street / West Street junction to reduce the visual impact of traffic (and associated street furniture) on the Prittlewell Conservation Area, reduce street clutter, and provide an enhanced public realm complemented by soft landscaping and planting.

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

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

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

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

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

i. Within **Opportunity Site (PA8.1): Victoria Avenue Office Area**, planning permission will be granted for comprehensive redevelopment of this site, or incremental development within the area, to transform it into a sustainable mixed use community with high quality developments, this will include:

- a. an acceptable mix of uses focussed on residential uses to upper floors and small scale flexible office accommodation complimented by local convenience retail uses, leisure (cafes and bars) and community facilities to ground floors
- b. full integration with surrounding area through the provision of pedestrian and cycling routes, to improve access and linkages
- c. limited strategic locations for taller buildings
- d. Urban greening projects, including:
  - 1) the use of green walls and roof gardens;
  - 2) comprehensive landscaping;
  - 3) the creation of a series of linked public green space within the area linked to a wider network of parks and gardens;
  - 4) a comprehensive sustainable drainage system.
- e. pursue, as appropriate, a full range of measures to enable delivery of the site, including Compulsory Purchase powers, application of masterplanning techniques to guide comprehensive redevelopment, partnership working with private sector

landowners and developers.

- f. In the event of incremental redevelopment of individual sites, the Council will require each development site to demonstrate how it meets the policy criteria and development principles set out above and accords with any future masterplan related to the opportunity site.
- g. The grade II listed old museum building will be conserved and its setting enhanced as part of the proposals for the policy area

ii. Within **Opportunity Site (PA8.2): Baxter Avenue** the Council will promote the regeneration of the site for high quality mixed tenure residential development, including sheltered and additional affordable housing. Any scheme should incorporate amenity open space, urban greening and sustainability measures as well as for providing pedestrian access and linkages between Victoria, Baxter and Boston Avenue.

POLICY LINKAGES – VICTORIA AVENUE	
<p><b>Core Strategy DPD</b> Strategic Objectives: 1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 13, 14 ,15, 18</p>	<p><b>Policies:</b> KP1: Spatial Strategy KP2: Development Principles KP3: Implementation and Resources CP1: Employment Generating Development CP3: Transport and Accessibility CP4: The Environment and Urban Renaissance CP6: Community infrastructure CP7 - Sport, Recreation and Green Space CP 8: Dwelling Provision</p>
<p><b>Development Management DPD</b></p>	<p><b>Policies:</b> DM1: Design Quality DM2: Low Carbon and Development and Efficient Use of Resources DM3: Efficient and Effective Use of Land DM4: Tall and Large Buildings DM5: Southend-on-Sea’s Historic Environment DM7: Dwelling Mix, Size and Type DM8: Residential Standards DM9: Specialist Residential Accommodation DM10: Employment Sectors DM13: Shopping Frontage Management outside the Town Centre DM15: Sustainable Transport Management</p>
<p><b>Southend Central AAP</b> Objectives: 1, 2, 3, 4, 5, 6, 7, 8, 9, 10</p>	<p><b>Policies:</b> DS2: Key Views DS3: Landmark and Landmark Buildings DS4:Flood Risk Management and Sustainable Drainage DS5: Transport, Access and Public Realm PA1: High Street Policy Area Development Principles PA2: London Road Policy Area Development Principles PA9: Sutton Gateway Neighbourhood Policy Area Development Principles</p>



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

## 5.11 Sutton Gateway Neighbourhood Policy Area

### Aims

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

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

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

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

### Overview

- 206 The Sutton Gateway Neighbourhood Policy Area is defined on the Policies Map. It contains a diverse mix of uses including: residential, employment areas and a retail park. The southern section of Sutton Road comprises a local shopping parade with a mix of retail uses and services for the local community.
- 207 The SCAAP aims to maintain and reinforce the existing local shopping parade and in design terms, repair, unify and knit together the townscape to create a better neighbourhood that retains a variety of uses but where these uses relate better to each other.
- 208 There is also scope to maintain and promote Grainger Road and Short Street Employment Growth Areas as locations for increased modern employment floorspace through a managed approach using masterplanning as appropriate that will set out the quantum of development and appropriate uses. Refer to Development Management Document Policy DM11 – Employment Areas.
- 209 Clearly access to and within this neighbourhood and to the Town Centre and public transport facilities are important, and there are opportunities to improve the environment of Short Street along its length, including continuing the footway north.

Sutton Road is also a major multimodal route and environmental improvements here would support the local shopping parade.

- 210 The Opportunity Site (PA9.1): Sutton Road is considered suitable for redevelopment for additional housing alongside an appropriate level of supporting uses, such as community uses. Currently it contains a number of buildings, primarily in employment use, which front Sutton Road. In recent years change has slowly begun to take place, transforming the area to a residential-led community.
- 211 As the Opportunity Site (PA8.1) is large and in multiple land ownership and will require redevelopment of existing buildings, an assumption has been made that only development proposals with planning permission will be delivered during the SCAAP plan period (i.e. by 2021). The site, including any outstanding phases of development, will be reviewed during the Local Plan preparation process.
- 212 Opportunity Site (PA9.2): Guildford Road, at the junction of Sutton Road and Guildford Road, is currently occupied by a three-storey convenience store the upper two levels of which are vacant. The site offers the opportunity for redevelopment to achieve a new enhanced convenience store and new residential accommodation. The façade of the current building fronting onto Sutton Road must be retained and incorporated into any proposals.

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

1. The Council, with private sector partners, through the determination of planning applications and other initiatives will:
  - a. maintain and promote Grainger Road and Short Street Employment Growth Areas as locations for increased employment floorspace in line with Development Management Policy DM11 – Employment Areas;
  - b. promote energy efficiency as appropriate, including opportunity for decentralised energy supply, and the retrofit of existing development in line with local policy
  - c. consider the provision of additional education facilities based on an assessment of the expansion needs when and where appropriate development opportunities arise;
  - d. will seek to ensure that new development respects the views, setting and character of landmark buildings located near to the Policy Area, in line with **Policy DS3: Landmarks and Landmark Buildings**.
  
2. Promote the following access and public realm improvements:
  - a. appropriate enhancements to Sutton Road to uplift the residential environment and enhance provisions for walking and cycling;
  - b. an enhanced cycling and pedestrian route along the length of Short Street, enhancing connections between East Street and Queensway dual carriage way;
  - c. streetscape and landscape design improvements, including urban greening and tree planting
  - d. public art provision to buildings, public and private spaces
  
3. The following Opportunity Sites, as identified on the Policies Map, are considered suitable for redevelopment:

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

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

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

- i. Within **Opportunity Site (PA9.1): Sutton Road**, the Council will support the redevelopment of this area for high quality housing and community facilities. The Council will require the building design, form and massing to:
  - a. have regard to residential buildings on the opposite side of Sutton Road and contribute positively to repairing the street scene and urban grain in this area;
  - b. include enhancements to the public realm to create a coordinated, sustainable palette of materials and furniture in accordance with the Streetscape Manual SPD3.
  
- ii. Within **Opportunity Site (PA9.2): Guildford Road** the Council will support the redevelopment of this site to achieve a replacement convenience store fronting Sutton Road that enhances the Secondary Shopping offer of this locality together with new

residential accommodation. The façade of the current building fronting onto Sutton road must be retained and incorporated into any proposal. The scheme should also incorporate amenity open space, urban greening and sustainability measures. Site access will be via Guildford Road.

POLICY LINKAGES - SUTTON	
<p><b>Core Strategy DPD</b>  <b>Strategic Objectives:</b> 2, 3, 4, 5, 6, 7, 9, 13, 14, 15, 17, 18</p>	<p><b>Policies:</b>            KP1: Spatial Strategy            KP2: Development Principles            KP3: Implementation and Resources            CP1: Employment Generating Development            CP3: Transport and Accessibility            CP4: The Environment and Urban Renaissance            CP6: Community infrastructure            CP7: Sport, Recreation and Green Space            CP 8: Dwelling Provision</p>
<p><b>Development Management DPD</b></p>	<p><b>Policies:</b>            DM1: Design Quality            DM2: Low Carbon and Development and Efficient Use of Resources            DM3: Efficient and Effective Use of Land            DM4: Tall and Large Buildings            DM7: Dwelling Mix, Size and Type            DM8: Residential Standards            DM9: Specialist Residential Accommodation            DM10: Employment Sectors            DM11: Employment Areas            DM13: Shopping Frontage Management outside the Town Centre            DM14: Environmental Protection            DM15: Sustainable Transport Management</p>
<p><b>Southend Central AAP</b>  <b>Objectives:</b> 1, 2, 3, 5, 6, 8, 9, 10</p>	<p><b>Policies:</b>            DS4:Flood Risk Management and Sustainable Drainage            DS5: Transport, Access and Public Realm            PA2: London Road Policy Area Development Principles            PA4: Queensway Policy Area Development Principles            PA8: Victoria Gateway Neighbourhood Policy Area Development Principles</p>

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

## Part D Implementation and Monitoring Framework

### 6. Delivery of the SCAAP

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#### 6.1 Introduction

- 213 The SCAAP will guide development and provide additional certainty for the private sector as well as assist public sector bodies, community and voluntary sectors, tasked with delivering necessary infrastructure to support this Plan.
- 214 By setting out an approach to implementation, this section will assist with co-ordinating the delivery of SCAAP policies and proposals by identifying key partners as well as describing necessary infrastructure for creating sustainable developments in this location.

#### 6.2 Delivery

- 215 The SCAAP proposes 11 Opportunity Sites shown in Table 6. These have been allocated in terms of their perceived deliverability, based primarily upon viability, land ownership and alignment with key objectives in Council plans and strategies. These sites:
- have a positive impact on viability within the SCAAP area and will impact favourably on later or additional development within the Southend Central Area;
  - may require development of publicly owned land where the greatest control over outcomes may be applied;
  - will be able to be delivered through private sector involvement or using Council budgets;
- 216 It is acknowledged that circumstances may change during the SCAAP plan period, particularly economic conditions, which may affect future timescales and feasibility of individual developments. It is also acknowledged within the SCAAP boundary that other development will come forward in the Policy Areas which will contribute to the delivery of jobs and housing.
- 217 In order for development to come forward as indicated, the Council will need to maximise its own town centre land assets, consider using, where necessary, statutory powers for land assembly and work with the private and other public sector land owners, where required, and explore all funding sources available.
- 218 Appraisal of economic viability has been considered to inform the SCAAP Opportunity Sites. This has been at a strategic/preliminary level in order to identify key sites for potential redevelopment. Further detailed viability work may be required as sites are progressed.

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

Table 6: Development Sites within SCAAP Policy Areas

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

### Indicative Figures for SCAAP Potential New Developments

220 Table 7 sets out an indicative total number/ floorspace of new development to be delivered within the Opportunity Sites by 2021. The figures provided will be subject to variation when each opportunity site comes forward and do not account for other development proposals that may come forward within the SCAAP area but outside the identified Opportunity Sites.

Table 7: Indicative Scale of Development (Gross) within Opportunity Sites (2016 – 2021)

Residential	Commercial, including eating and leisure	Retail	Community
1,732	17,500	5,500	18,500

## 6.3 Implementation

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

- Provide potential capital receipts and/or revenue income streams to the Council from the on-going development of surplus land and buildings.
- Provide opportunities for any Council in-house surplus capacity to be deployed on development projects with a further fee income stream opportunity.
- Support the Council in the development of its strategic review of the property portfolio.

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

### Monitoring

226 To ensure that the vision and strategic objectives of the Central Area Action Plan (SCAAP) are being met, the Council will monitor the implementation of the Plan's policies and proposals to gauge its overall performance.

227 To achieve this, a series of indicators and, where appropriate, targets, for the Plan's policies and proposals are set out below. Progress in implementing the Plan's provisions will be monitored against these indicators and targets. This will be carried out each year after the adoption of the SCAAP as part of the Council's Annual Monitoring Report. Where it is clear that any of the objectives of the Plan are not being met, appropriate action will be taken as part of the monitoring process or a review of the plan may be implemented.

228 In order to avoid duplication of policy provisions contained in other adopted plans and to keep the SCAAP plan concise and effective, the SCAAP does not contain specific policies relating to employment; housing; culture, leisure, tourism and recreational facilities; and open and green spaces. These are contained within the Southend Core Strategy and Development Management Document and their provisions will be monitored as part of the annual monitoring process. They will be reported in the Southend Annual Monitoring Report (AMR) and will contribute to the process of gauging the effectiveness of the SCAAP.

229 Similarly, the Southend Local Transport Plan (LTP) contains a number of indicators for measuring the effectiveness of the LTP. The SCAAP does not repeat these but regard will be had to them in assessing the overall impact of the SCAAP on transport provision within the central area. Progress Reports on the Southend Local Transport Plan will be produced every two years starting with the period April 2015/16 to March 2016/17.



## Implementation and Monitoring

### Criteria Based Policies

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

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

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

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

Policy DS5 – Transport, Access and Public Realm			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council. Local Transport Operators. Public and private developers and owners.	Through the continual submission and determination of planning applications. Joint working with local transport operators. Joint working with private operators of car parks. Local Transport Plan and other funding mechanisms – LGF.	Providing a level of car parking provision to support the vitality and viability of the central area – no net loss of permanent car parking. As Core Strategy Policy CP3. As Development Management Policy DM15.	Lack of funding for transport projects. Changes to rail or bus network, quality of service, number of services provided. Level of co-operation between operators and the local authority.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD KP2, KP3, CP3, CP4: Development Management DPD: DM15</b>		

## Policy Areas

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

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

Policy PA3: Elmer Square Policy Area Development Principles Opportunity Site Elmer Square Phase 2 (PA3.1)			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council University of Essex South Essex College Public and private developers	Elmer Square Phase 2 project to compliment the recently completed Forum public and academic library - Exploration of use of £6m notional allocation of LGF funding. Through the continual submission and determination of planning applications. Local Transport Plan 3.	As Core Strategy Policies CP1, CP4, CP6	Lack of funding for transport and public realm improvements Lack of inward investment opportunities. Higher and further education establishments to not want to develop further in the town centre. Lack of funding for large scale projects .
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: Development Management DPD:</b>		

Policy PA4: Queensway Policy Area Development Principles Opportunity Site 'Better Queensway' Project (PA4.1)			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Registered Housing Providers	Better Queensway Project. Through the continual submission and determination of planning applications. Local Transport Plan 3. New community infrastructure. New public open space - Queensway Urban Park. Public realm improvements. Pedestrian and cycle crossing. Create mixed mode pedestrian and cycle priority route. Chichester Road improvements. Improvement to Southchurch Road retail area.	As Core Strategy Policies CP1, CP2, CP3, CP4, CP6, CP7, CP8	Lack of funding for transport and public realm improvements. Lack of inward investment opportunities Additional cost of transport realignment, particularly in relation to the Queensway Dual Carriageway. Lack of interest from developers. Change to political focus and priority for a large scale project of this size. Lack of support from local residents and wider community.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP4, CP6, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM7, DM8, DM15		

Policy PA5: Warrior Square Policy Area Development Principles			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers	Through the continual submission and determination of planning applications.	As Core Strategy Policies CP1, CP4, CP8	Lack of funding for transport and public realm improvements.

	Linked to Better Queensway Project. Public realm improvements. New pedestrian and cycle priority route. Environmental improvements to Queensway and Chichester Road.		Lack of inward investment opportunities. Lack of interest in office development .
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP 8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM5, DM7, DM8, DM10, DM15		

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

Policy PA7: Tylers Policy Area Development Principles Opportunity Site Tylers Avenue (PA7.1)			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Travel Operators	Through the continual submission and determination of planning applications. Need for a masterplan. Local Transport Plan 3. Creation of a new public open space. Mixed mode pedestrian and cycle priority route. Home Zone. Improved walking and cycling linkages. Junction improvements at Queensway.	As Core Strategy Policies CP1, CP2, CP3, CP4, CP8	Lack of interest in retail or commercial space. Cost of parking re-provision and new travel interchange. Lack of funding for transport and public realm improvements Lack of inward investment opportunities. Lack of support from local community for home zone.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP2, CP3, CP4, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM7, DM8, DM10, DM15		



Policy CS1: Central Seafront Policy Area Development Principles Opportunity Sites: Southend Pier (CS1.1); Seaways (CS1.2); Marine Plaza (CS1.3); New Southend Museum (CS1.4)			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Environment Agency	Through the continual submission and determination of planning applications. Completion of committed sites at Marine Plaza and New Museum. Continual maintenance and investment in the Pier, including the installation of new digital technologies. Expansion of City Beach Completion of committed new lagoon Flood risk and mitigation measures. Improving connectivity from Town Centre and Central Seafront. Rationalise signage, street furniture, green grid Upgrade the Cliffs Pavilion outdoor space Improve traffic management, parking, walking and cycling New frontage on the southern side of the Royals Shopping Centre.	As Core Strategy Policies CP1, CP2, CP3, CP4, CP7, CP8. As Development Management Policy DM12.	Lack of funding for transport and public realm improvements. Lack of inward investment opportunities. Outcome of screening under Habitats Regulations. Lack of developer interest. Development of out of town retail and leisure attractions.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP3, CP4, CP7, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM5, DM6, DM7, DM8, DM9, DM10, DM12, DM14, DM15		

Policy CS2: Nature Conservation and Biodiversity			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Natural England	Through the determination of planning applications. Project-level Habitats Regulation Assessment where necessary. Development of visitor facility close to foreshore. Provision of public open space at Pier Hill, Seaway Car Park Eastern Esplanade.	As Core Strategy Policies CP4, CP7	Outcome of screening under Habitats Regulations.
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP4, CP7 Development Management DPD: DM6</b>		

Policy CS3: The Waterfront			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council	Through the determination of planning applications. Completion of committed new lagoon public realm improvement Provision of information boards/digital technology to interpret biodiversity of area	As Core Strategy Policies CP4, CP7	Lack of funding
<b>Other Relevant Policies</b>	<b>Core Strategy DPD: KP1, KP2, KP3, CP4, CP7 Development Management DPD: DM6</b>		

Policy PA8: Victoria Gateway Neighbourhood Policy Area Development Principles Opportunity Sites: Victoria Avenue (PA8.1); Baxter Avenue (PA8.2)			
Key Responsibilities	Implementation	Monitoring Indicators and Targets	Risks
Southend Borough Council Public and private developers Land owners Registered Housing Provider	Through the continual submission and determination of planning applications. Completion of committed sites at Victoria Avenue and Carnarvon Road. Local Transport Plan 3. Recent completion of the Hive Southend Business Hub. additional education facilities junctions at A127/Fairfax Drive junctions at A127/East Street/West Street Junction at Victoria Avenue and Carnarvon Road Enhancements to North Road including civic space at junction with Chelmsford Avenue Enhancement of the Civic space on east side of Victoria Avenue/urban greening	As Core Strategy Policies CP1, CP2, CP3, CP4, CP6, CP7, CP8.	Lack of funding for transport and public realm improvements Lack of inward investment opportunities. Lack of inward investment Further changes to Prior Approval or permitted development rights Lack of interest for new office accommodation. Fragmented approach Multiple site ownership
<b>Other Relevant Policies</b>	<b>Core Strategy DPD:</b> KP1, KP2, KP3, CP1, CP3, CP4, CP6, CP7, CP8 <b>Development Management DPD:</b> DM1, DM2, DM3, DM4, DM5, DM7, DM8, DM9, DM10, DM13, DM15		

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

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

## Appendix 1: Southend Core Strategy Policies

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

Sport, Recreation and Green Space	green space facilities within the Borough for the benefit of local residents and visitors.
Core Strategy Policy CP8: Dwelling Provision	Makes provision for 2,000 net additional dwelling within the Town Centre and Central Area.

## Appendix 2 Glossary of Abbreviations

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





## Appendix 3 - Schedule of Existing Landmarks and Landmark Buildings

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### Appendix 3 – Schedule of Existing Landmark Buildings



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



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



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



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



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



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



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



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



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



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



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



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



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



Seafront / Estuary  
*(Central Seafront Policy Area)*



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



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



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



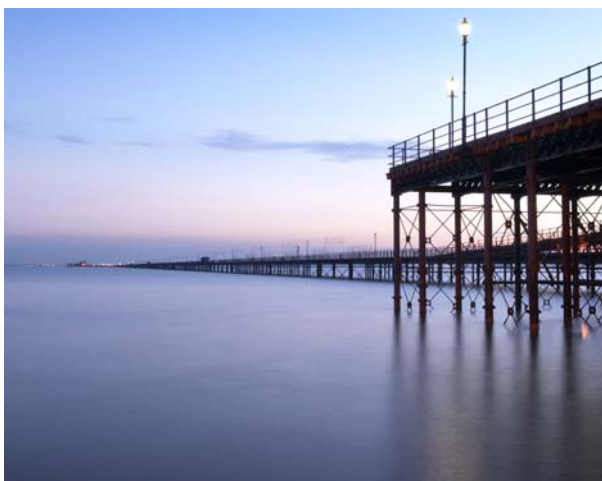
Swan Hall, Victoria Avenue  
*(Victoria Gateway Neighbourhood Policy Area)*



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



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



The Pier  
*(Central Seafront Policy Area)*



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



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





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

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### Flood Risk Definitions:

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

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

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

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

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

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

### Flood Risk Vulnerability Classification

#### Highly Vulnerable

- Emergency services
- Emergency dispersal points
- Basement dwellings

#### More Vulnerable

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



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

### Transport, Access and Public Realm Strategy

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

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

- Work with local bus operators to further improve bus services to the town centre including evening and night time services, providing a more reliable and punctual bus service through the implementation of a Punctuality Improvement Partnership (PiP), and improvements to the Advanced Vehicle Local (AVL) system.
- Work with train operators to achieve high levels of reliability and performance on all services, maintain and promote contra-flow inter-peak services for journeys to Southend, continue active participation in the development and marketing of Station Travel Plans.
- Work with taxi operators to improve the provision for taxi's at key locations to support access.
- Work with stakeholders to develop the work of the ***Ideas in Motion*** brand to encourage businesses, schools and colleges to implement managed travel plans and introduce a personalised travel planning service, and to support applications for funding.
- Seek to develop a priority route towards ***London Southend Airport***, together with corresponding junction improvements at A127 Victoria Avenue/Fairfax Drive/East Street linked to future redevelopment of the Roots Hall site.
- Keep car parking demand and capacity under review, recognising that there has been a temporary increase in public car parking in the town centre, seeking to maintain capacity at a level that supports the vitality and viability of the town centre, whilst enabling the delivery of relevant opportunity sites.
- Improve access to car parks for vehicles and pedestrians.
- Encourage an extension to the existing VMS scheme, or updated technology, to improve information about car parking capacity within town centre car parks, direct drivers to the most convenient and accessible car park, and avoid unnecessary circulating traffic by improving access to town centre car parks from Queensway dual carriageway.
- Ensure that servicing and delivery arrangements meet the reasonable needs of businesses, and minimise their environmental impact; working with the freight industry and logistic to implement more efficient use of vehicles in terms of guidance, zoning and delivery timetables.

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

	Core Strategy 2001 to 2021	Completed April 2001 to March 2016 (net)	Core Strategy (as adjusted 2016 to 2021)	Site Allocations (net) to be delivered by 2021*	Other commitments to be delivered by 2021	Total New Dwellings	Difference from Core Strategy (adjusted 2014 to 2021)
SCAAP	2,474	1,084	1,390	1,732	434	2,166	+776
Local Authority Area excluding SCAAP	4,026	3,697	329	To be determined	786	786	+457
All Borough (Total)	6,500	4,781	1,719	1,732	1,220	2,952	+1233

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

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



## Appendix 7: Replaced Saved Planning Policies<sup>6</sup>

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

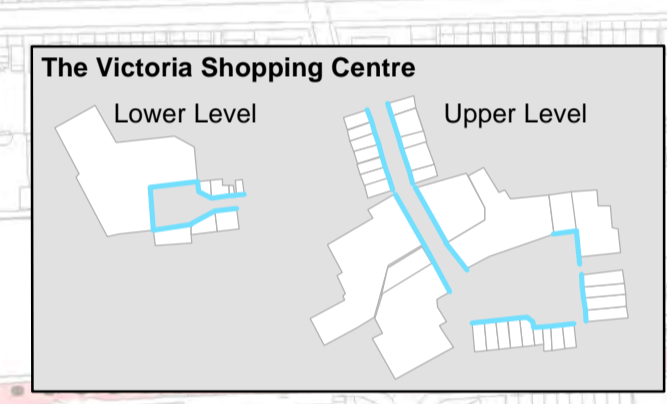
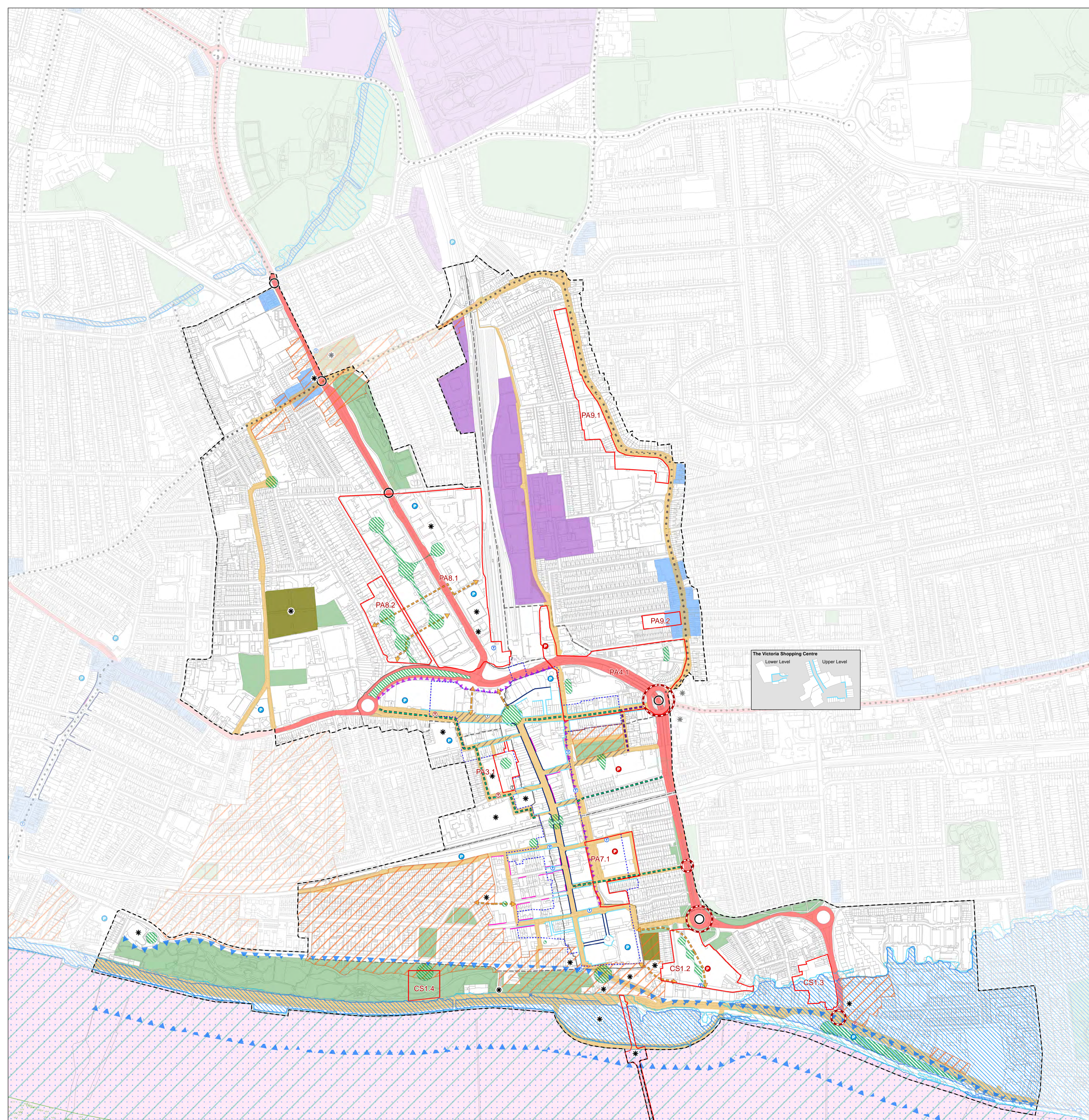
Policy/ Proposal Ref.	Policy Subject
L2	Central Seafront Area
L3	Southend Pier
C7	Shop and Commercial Frontages and Fascias
S5	Non-Retail Uses
S8	Improvements to Primary Shopping Frontages
S9	Retention of Secondary Shopping Frontages
P3a	Proposal Site: Former Gas Works Site, Eastern Esplanade
P3b	Proposal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

<sup>6</sup> Saved planning policies were effective from 27th September 2007 - Direction under paragraph 1(3) of Schedule 9 to the Planning and Compulsory Purchase Act 2004.

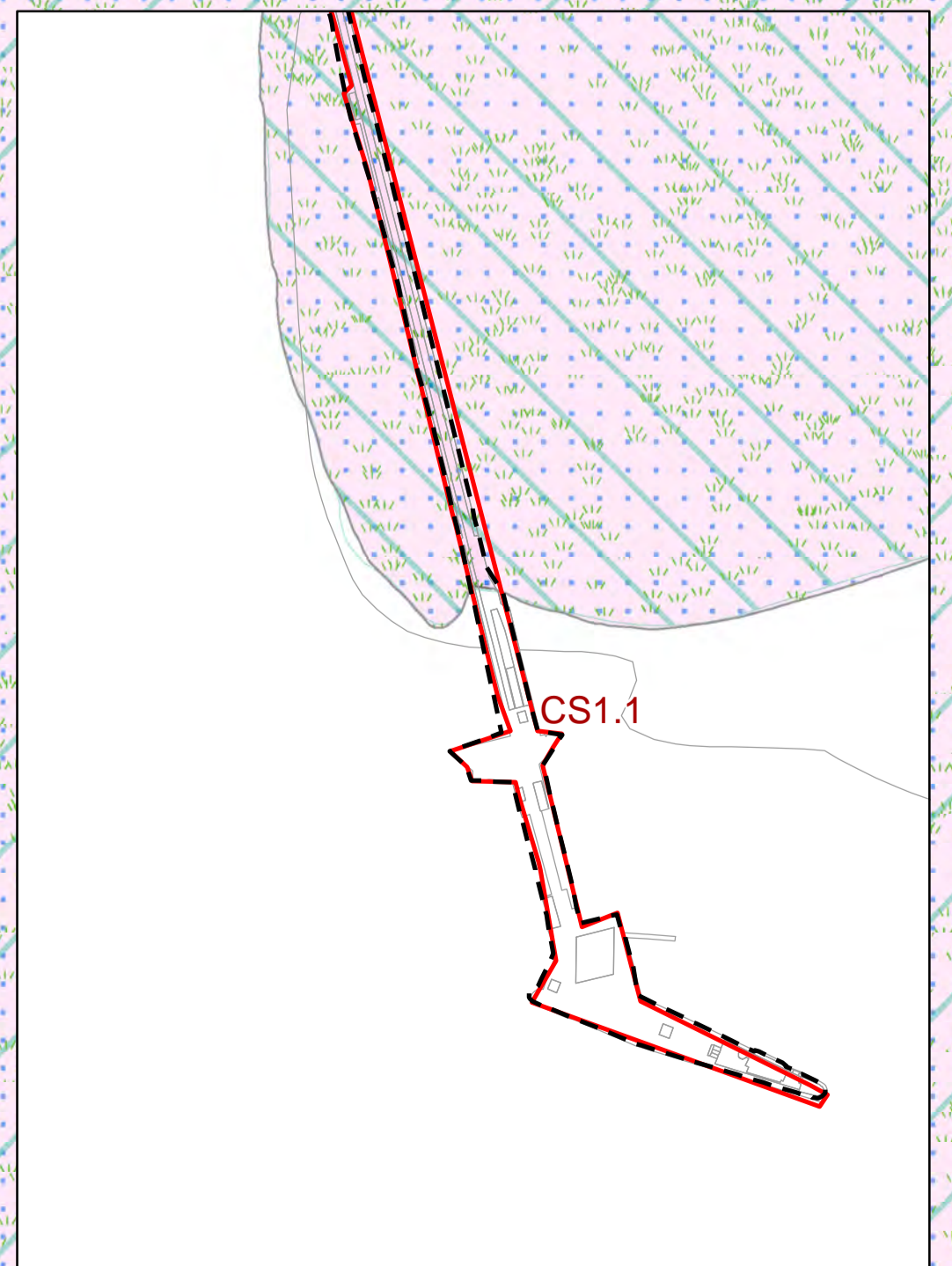
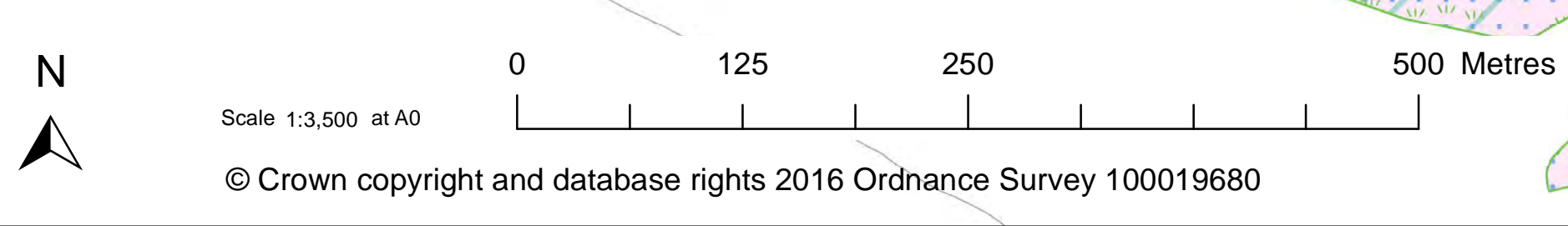




# Southend Central Area Action Plan - Policies Map



Southend Central Area Action Plan Policies Map	
<b>Southend Central Area Boundary</b>	<b>Movement and Activity</b>
Southend Central Area Boundary	Key Public Realm Improvement (All Policy Areas, DS5, CP4)
<b>Policy Area Boundaries</b>	New/Improved Pedestrian/Cycle Links (All Policy Areas, DS5, DM15, CP3)
Policy Area Boundaries	Mixed Mode Pedestrian/Cycle Priority Route (PA2, PA3, PA4, PA7)
<b>Site Allocations</b>	Mixed Mode Shared Priority Route (PA4, PA5)
Opportunity Site	Proposed Pedestrianised Street (DS5, PA1, PA2, PA3, PA5)
<b>Employment</b>	Improved Cycle Route (DS5, PA2, PA8, PA5)
Employment Areas (KP1, CP1, DM1, DM11)	Improved Gateway Access for Pedestrians, Cyclists and Public Transport (DS5, CS1, PA2, PA4)
Town Centre Primary Shopping Area (CP2, DS1)	Main Route Network - Crossing and Environmental Improvements (DM5, DM16, CP5)
Town Centre Primary Shopping Frontages (DS1)	Proposed Strategic Junction Improvement (CP3, DS5, PA2, PA4, PA8, CS1)
Town Centre Secondary Shopping Frontages (DS1)	Existing Car Park (DS5)
Secondary Shopping Frontage - Local Centre (DM13)	Reconfigured Car Park (DS5, PA4, PA5, PA7, CS1)
<b>Historic Environment</b>	Existing Taxi Rank (DS5)
Conservation Area (KP1, CP4, DM5, PA5, PA6, PA8, CS1)	Relocated Taxi Rank (DS5, PA2, CS1)
Frontage of Townscape Merit (KP2, CP4, DM5, PA1, PA6)	Proposed Taxi Rank (DS5, PA2, CS1)
<b>Townscape</b>	<b>Natural Resources</b>
Visually Active Frontage (DS5)	Local Nature Reserve (KP1, KP2, CP4, CP6)
New/Improved Open Space - Indicative Location (All Policy Areas)	Ramsar (KP1, KP2, CP4, CP6)
Seafront Landmark Area (DS3)	Site of Special Scientific Interest (KP1, KP2, CP4, DM6)
Existing Landmark Building (DS3)	Special Protection Area (KP1, KP2, CP4, DM6)
Protected Green Space (KP2, CP4, CP7)	Local Wildlife Site (KP2, CP4)
Crematorium, Graveyard or Cemetery (KP2, CP4, CP4, CP7)	<b>Flood Risk</b>
	Environment Agency Floodzone Level 2 (KP1, KP2)
	Environment Agency Floodzone Level 3 (KP1, KP2)



SEE IN SET

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# Southend-on-Sea Borough Council

Report of Corporate Director of Place

To  
**Cabinet**  
On  
**28<sup>th</sup> June 2016**

Report prepared by: Dipti Patel – Head of Public Protection  
Elizabeth Georgeou Regulatory Services Manager

Agenda  
Item No.

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**The Official Feed and Food Control Service Plan 2016/17**  
**Place Scrutiny Committee - Executive Council: Cllr Flewitt**

**A Part 1 Public Agenda item**

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## **1. Purpose of Report**

- 1.1 To agree the Official Feed and Food Controls Service Plan 2016/17 required by the Food Standards Agency (FSA).

## **2. Recommendation**

- 2.1 **That Cabinet agrees the official Feed and Food Controls Service Plan 2016/17 set out in Appendix 1 of this report and commend it to Full Council for approval.**

## **3. Background**

- 3.1 The Food Standards Agency Framework Agreement on Local Authority Food Law Enforcement requires the production and publication of a service plan to ensure the highest achievable levels of food control (food safety, standards and feeding stuffs) are maintained throughout the borough. Every local authority is required to develop an annual food enforcement service plan, which is the basis on which the local authorities are monitored and audited by the FSA.
- 3.2 To ensure local transparency and accountability, it is a requirement that the official Feed and Food Controls Service Plan is submitted to the relevant Member forum for approval.
- 3.3 The Legislative and Regulatory Reform Act 2006 requires Regulators to have regard to the Principles of Good Regulation. This means that our regulatory activities should be carried out in a way that is proportionate, accountable, consistent, transparent and targeted to situations that need action when we carry out a regulatory function and to have regard to guidance issued. The Statutory Code of Practice for Regulators which will include the provisions

contained in the Regulators Code April 2014 contains details of how this should be carried out.

#### **4 Official Feed and Food Service Plan 2016-7**

- 4.1 The Service Plan for 16/17 is attached as **Appendix 1**, forming an integral part of the organisation of the Regulatory Services within Public Protection.
- 4.2 In accordance with the requirements contained within the Framework Agreement, the food service is a mix of enforcement, intelligence based work, investigation and education.
- 4.3 The service plan is to ensure all high and medium risk category programmed inspections are completed within the current financial year and appropriate alternative approaches adopted for the remaining inspections. In Southend there are 1788 food premises 964 premises requiring an official food hygiene intervention this year. In addition, there are 9 Approved Food Premises within Southend which includes the cockle processors which are inspected annually. Food Standards inspections will not be targeted separately and will be undertaken at the same time as food hygiene inspections where they are due. The Inspection Programme is included at 2.4 in the Service Plan.
- 4.4 Regulatory Services assists businesses to comply with legislation and thereby protect the health of the public from food related illness. Resources will be targeted to ensure a balanced mix of services, which benefit the business sector, consumers and other stakeholders. In accordance with the amendments to the Food Safety Code of Practice in 2015 and the published Regulatory Services Team Enforcement Policy, the service will continue to focus enforcement action on the poorer performing businesses.
- 4.5 Priority for inspections and interventions was given to premises which had been risk assessed as presenting the highest risk in terms of their activity and the conditions at the premises. All high risk inspections were completed.

#### **5. Other Options**

The Food Standards Agency Framework Agreement sets out the statutory duty for Southend on Sea Borough Council in developing the Service Plan. There is no alternative to the statutory duty.

#### **6 Reasons for Recommendation**

In order for the Council to comply with the Food Standards Agency Framework Agreement, and in line with the Food Standards Agency audit findings, which were agreed by Cabinet on 18<sup>th</sup> June 2013.

#### **7 Corporate Implications**

##### **7.1 Contribution to Council's Vision & Corporate Priorities**

The Plan contributes to the Safer, Prosperous and Excellent corporate priorities.

Safe by ensuring those Southend residents, workers and visitors are protected from disease and harm. Prosperous - assisting local businesses to comply and protecting the reputation of the Southend on Sea as a tourist destination.

## **7.2 Financial Implications**

The Service Plan for 2016/17 identifies the resource allocated to the inspection programme and the funding is set within the Service Areas overall budget.

## **7.3 Legal Implications**

The FSA places a requirement on local authorities to develop and submit a Service Plan. Local Authorities are audited and assessed by the FSA on the basis of their food law enforcement service. The Council's constitution requires the adoption of the official Feed and Food Control Service Plan to be reserved to Full Council and are funded from within the existing budget of the service.

## **7.4 People Implications**

The Service Plan is seen as key in protecting public health of the town and critical in reducing the incidence of food related illness and thus assists in reducing the number of complaints and enforcement action associated with food businesses.

## **7.5 Property Implications**

None

## **7.6 Consultation**

The Service Plan has not previously been consulted on. It is developed utilising government guidelines. The Service Plan be published on the website and feedback encouraged.

## **7.7 Equalities and Diversity Implications**

Equality and diversity implications have already been considered in the Regulatory Service Enforcement Policy and as part of the general work in the Service. A further equalities assessment was carried out when the Enforcement Policy was updated in 2015 in line with the updated Regulators Code April 2014.

## **7.8 Risk Assessment**

Progress against the plan will be reviewed on a quarterly basis. The Plan seeks to explore new ways of working to better target resources and enhance protection with resources currently available.

## **7.9 Value for Money**

The Service Plan is to be delivered within existing budget.

## 7.10 **Community Safety Implications**

None

## 7.11 **Environmental Impact**

Food related inspections and investigations place controls on commercial food waste and impact on the natural environment.

## 8 **Background Papers**

Food Standards Agency Framework Agreement

Food Law Code of Practice (England) (Issued April 2015)

Feed Law Enforcement Code of Practice (Issued May 2014)

Regulatory Service Enforcement Policy 2015

Food Standards Agency Audit and Action Plan - Cabinet Report Dated 18/06/13

## 9. **Appendices**

**Appendix 1:** Official Feed and Food Control Service Plan 2016-17

**Southend on Sea Borough Council**  
**Department for Place**  
**Regulatory Services**

**Official Feed Food Controls Service Plan 2016-17**

Elizabeth Georgeou

Regulatory Services Manager

May 2016

## Introduction

The Service Plan was compiled by the Management Team within the Regulatory Services Group of Southend on Sea Borough Council.

The Service Plan is structured in accordance with the service planning guidance contained in the Framework Agreement on Local Authority Food Law Enforcement. Powers to enable the Agency to monitor the audit local authorities are contained in the Food Standards Act 1999. In accordance with this guidance the plan is submitted to the relevant member or senior officer forum for approval to ensure local transparency and accountability.

The purpose of the Service Plan is to ensure that national priorities and standards are addressed and delivered locally in accordance with the relevant codes of practice and guidance. It is intended to ensure transparency and accountability and detail the contribution that the Group makes to the Corporate Strategy for Southend on Sea Borough Council.

### 1. Service Aims and Objectives

#### *1.1 Aims and Objectives*

The delivery of the plan aims to:

- Ensure that the highest achievable levels of food control (food safety, standards and feeding stuffs) are maintained throughout the Borough.

The objectives are to:

- Ensure hygienic conditions in the sale, preparation, manufacture and storage of foodstuffs and feeding stuffs.
- Ensure the wholesomeness and appropriate labelling / composition of foodstuffs and feeding stuffs within the Borough
- Focus on a risk-based approach to inspections and enforcement activity in accordance with the Regulatory Services Enforcement Policy
- Administer the legislation in compliance with the approved codes of practice and related official guidance.
- Promote a greater knowledge and understanding of food safety and nutrition within the Borough
- Continue participation in the Food Hygiene Rating Scheme
- Work with Public Health England (PHE) to deliver improved health outcomes for residents, visitors and those working in Southend.
- Focus on the local enforcement of illegal oyster harvesting.

#### *1.2 The Corporate Aim of Southend on Sea Borough Council is to:*

Provide a Safe, Clean, Healthy, Prosperous Southend and become an Excellent Council which is reflected through each level of service planning from the Corporate Plan, The Department for Place Service Plan, the Public Protection Plan. Our activities are linked to each of the aims.

Regulatory Services contributes to the Safe, Clean, Healthy and Prosperous priorities and the Public Protection Service Plan through delivering our



objectives and the Excellent priority through enhanced IT systems and undertaking risk based interventions.

## 2. Background

### 2.1 Profile of Southend on Sea Borough Council

This unitary authority is a seaside town which is a tourist destination with local shopping areas and a thriving town centre and covers an area of 6,785 hectares. It is the closest seaside resort to London and is located within the Thames Gateway region and has over 6 million visitors each year. There are seasonal businesses within the town and the Council actively promotes events in the Borough to support the prosperity of the businesses.

The mid-year estimate of population for 2014 was 178,000. In 2012 the Business Survey identified, of those that responded, that 22% of businesses were in the wholesale and retail sector and that the 64% were family run businesses with 76% of businesses having between 1 and 5 employees. Food / accommodation businesses were forecasting a 25% downturn in turnover with 65% of food / accommodation businesses identifying a skills gap. It was also noted that 71% of food / accommodation businesses and 42% of wholesalers / retailers considered tourism to be important. 90% of all businesses responding were aware that Southend Council provided business support services, however 26% did not find the Council services useful. There is no indication on the survey what services / information businesses do find useful.

### 2.2 Organisational Structure

(Appendix 1) Details the Council structure and the responsibilities relating to food and feed.

Southend on Sea Borough Council sends food for microbiological examination to the PHE Laboratory at Colindale via a collection service.

Public Health England FW&E Microbiology Lab 61 Colindale Avenue London NW9 5EQ 0208 327 6548 /6550 Fax: 020 8327 6542 <a href="mailto:fwem@phe.gov.uk">fwem@phe.gov.uk</a>	Dr Smita Kepadi CCDC, Essex HPU, Anglia & Essex PHE Centre, Public Health England, 8 Collingwood Road, Witham, Essex CM8 2TT Tel: 0845 155 0069 <a href="mailto:essexhpu@phe.gov.uk">essexhpu@phe.gov.uk</a>	Stool Samples Southend University Hospital NHS Foundation Trust, Caroline Cousins PA to Dr Meyers, Dr Elhag and Dr Barrett & Administrator to Microbiology Dept Prittlewell Chase, WOS, Essex SS0 0RY Tel: 01702 385212 (Direct Dial) 01702 435555 (Switchboard) <a href="mailto:Caroline.Cousins@southend.nhs.uk">Caroline.Cousins@southend.nhs.uk</a>
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The nominated Public Analysts for food and feedingstuffs are located at:

Food and Feeding-stuffs Public Analyst Scientific Services Ltd 28 – 32 Brunel Road Westway Estate Acton London	Food Kent Scientific Services 8 Abbey Wood Road Kings Hill West Malling Kent
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W3 7XR  
Tel: 020 8222 6070

ME19 4YT  
Tel: 01732 220001

### 2.3 Scope of the Regulatory Services Team

The Regulatory Services Team is part of Public Protection which is within the Department for Place. With respect to food and feed the responsibilities of the Group are to:

- Undertake proactive food safety and standards inspections.
- Undertake proactive feed inspections
- Undertake proactive and reactive health and safety interventions in food premises where required
- Deal with imported food and feed matters
- Investigate complaints about food and feed.
- Investigate complaints about food and feed premises
- Investigate food poisoning and infectious disease referrals / complaints
- Deal with public health matters at food premises related to drainage, industrial noise and rubbish
- Respond to emerging public health issues
- Deal with enforcement issues surrounding illegal oyster harvesting
- Provide consultation recommendations on planning, licensing and event applications
- Assist with the delivery of the Public Health England agenda regarding healthy eating and the Responsibility Deal.

### 2.4 Demands on the Regulatory Services Team

The Service uses Uniform database which is supported by IT and linked the property gazetteer.

Food Premises profile as at 31/03/16

Primary Production (Beekeeper)	1
Manufacturers / producers* (includes cake makers - home caterers)	93
Distributors	11
Retailers	396
Restaurants / other caterers	1274
Importers	3
+Total	1778

Food Hygiene Inspections:

FSA Category	No. of Premises	Frequency Required	Due 2016-17	Overdue
A	3	Every 6 months	6	0
B	111	Every 12 months	111	0
C	421	Every 18 months	260	0

D	566	Every 24 months	293	63
E	428	Every 36 months	81	98
Awaiting Inspection*	70	Within 1 month	70	
Not in programme <sup>+</sup>	148			
<b>Total Inspections due as at 31/03/16</b>				<b>964</b>

*+Includes inspections not risk rated does not include that have registered but are not yet trading.*

*\*Fluctuation in year as premises are inspected and new premises register. Also includes Child-minders with more than 6 children who are inspected by Early Years and Home-caters where we have undertaken information gathering to identify low risk premises.*

Category A and B food hygiene, Category A food standards and non-compliant C premises should be subject to an inspection, partial inspection or audit at the required interval. Broadly compliant C risk food hygiene premises and broadly compliant B risk food standards can alternate between inspection, partial inspection audit and other Official controls as defined in the Food Law Code of Practice.

Category D risk premises can only alternate between an intervention which is an Official Control and an intervention that is not an Official Control only if the potential hazard element is less than 30.

Premises rated E for food hygiene and C for food standards can be subject to an alternative enforcement strategy.

Approved Food Premises:

Types	No. of each Type
Cockle Processing	4
Fishery Products	3
Meat Products	1
Cold Stores	1

Food Standards Inspections:

FSA Category	No. of Premises	Frequency Required	Due 2016-2017	Overdue
A	1	Every 12 months	1	0
B	228	Every 24 months	71	35
C	1288	Every 60 months	24	182

Awaiting Inspection	74	Within 1 month	74	
Not in programme	178			
<b>Total Inspections due as at 31/03/16</b>				<b>387</b>

Feed Premises Profile:

<b>Category</b>	<b>No. In category</b>
R7	19
R6	5

Feed Premises Inspections:

We have been co-ordinating with other authorities through the National Trading Standards Board (NTSB) and the Food Standards Agency (FSA) to ensure that regionally animal feed enforcement is effective and there are risk-based controls in place across the Region.

Southend currently has 24 businesses in the Borough registered under the Feed (Hygiene and Enforcement) Regulations 2005, for feed inspections. These are either manufacturers of animal feedstuffs or they are retail premises which distribute food on for feed purposes. The Desktop Exercise of 2015/16 identified that 5 of these premises must be incorporated into the inspection programme as required by the FSA's Feed Law Code of Practice (England) as detailed below.

<b>Category</b>	<b>Due</b>
R7	4
R6	1

Concerns continue to be raised regarding the harvesting of oysters from the foreshore and allegations that these oysters which are entering the food chain without the required processing or being relayed.

Regulatory Services will respond to incidents of food fraud with respect to counterfeit products and to emerging public health issues.

The Team will undertake sampling around the National Priorities identified in the FSA's Guidance on the food sampling programme and sampling priorities. Funding will be sought for imported foods. There are no identified sampling programmes for feed this year.

Service Requests:

Including:

<b>Requests / Complaints</b>	<b>2015-16</b>
*Food Safety and Standards	553
Infectious Disease	284

Nuisance / Noise	23
Planning in food premises	21

\*Includes all request for service, including advice.

Officers are located in the main Civic Centre, Victoria Avenue. The service responds to inspections outside of normal hours. There is a contact centre which is staffed 24 hours.

Southend on Sea Borough Council is a seasonal location with impacts on the transient nature of the businesses in the borough.

### *2.5 Regulation Policy*

There is a Regulatory Services Enforcement Policy which was approved by Council in 2015. This policy was developed and consulted upon meeting the requirements of the Legislative and Regulatory Reform Act 2006 and the Regulator's Code.

The team will continue to raise awareness with businesses of the requirements of the Food Information Regulations 2014.

## 3. Service Delivery

### *3.1 Interventions by Regulatory Services Officers for Food and Feeding stuffs*

Details of inspections due in each category are listed in 2.4. Regulatory Services Officers will prioritise for inspection premises which are:

A and B rated for food hygiene

A-rated for food standards

Approved food premises: The premises approved for processing shellfish will be inspected at the start of the season and other approved premises where due.

Feed establishments identified through the National Trading Standards Board (NTSB)

C rated food hygiene, targeting those which are non-compliant or overdue in the first instance.

D rated food hygiene, targeting those which are catering or overdue in the first instance.

Premise where notices have been served.

Premises rated 0 or 1 under the Food Hygiene Rating scheme, following consideration of the area of non-compliance.

Requests made under the FHRS for re-score visits, appeals and right to reply.

Regulatory Services Officers for food and feed are authorised in line with qualification and competency requirements detailed in the respective Codes of Practice. Those inspecting for food are allocated interventions by ward(s) in which they co-ordinate inspections, complaints, planning, event applications and the inspection of new premises. Co-ordination of feed is through the Lead Feed Officer.

Officers have access to expertise and peer support through attending local liaison group meetings, detailed in section 3.8.

Suitably qualified and competent Enforcement Officers will support the service where possible.

Food standards inspections will be undertaken at the same time as the food hygiene inspection where they are due, overdue or likely to be due before the next food hygiene inspection. This aims to reduce the number of overdue food standards inspections. There is currently only one business rated as high risk for food standards which will be inspected this year.

All new premises will be evaluated as to the risk they represent. New premises will be inspected based on risk and where they are undertaking catering activities.

Childminders are no longer required to register directly with Environmental Health. An up to date database on childminders is held by Early Years. Early Years visit Childminders and have undertaken to raise any concerns with Environmental Health. Inspections will be carried out where childminders are providing care for 6 or more children. All other childminders will be categorised as no inspectable risk with no intervention required, unless indicated by Early Years. Information will be provided to this group as an alternative intervention.

Questionnaires will be used to assess Home caterers to determine the activities being undertaken. Inspections will always be prioritised where high risk activities are being undertaken and where lower risk activities are being undertaken they will be inspected where resource is available.

Alternative methods of intervention to be undertaken to ensure that changes to those previously rated as low risk for food hygiene are assessed for change.

Enforcement Officers will assist in alternative interventions for other premises and sampling.

Regulatory Services Officers who inspect food premises also undertake:

- Health and safety interventions and inspections. Health and safety inspections will be undertaken in line with the Health and Safety

Executive priorities for proactive inspections. They will also be undertaken where hazards are found.

- Public health and nuisance complaints at food premises
- Responses to planning applications for food premises

Regulatory Services Officers who inspect food premises also activities relating to:

- Consumer Protection
- Product Safety
- Fair Trading
- Weights and Measures

The team will participate in the SAG process for events to ensure that compliant caterers operate at these events. These will normally be those rated 3, 4 and 5 under the FHRs.

Where inspections of mobile traders are carried out at events or markets outcome will be reported to their registered local authority in line with the Code of Practice.

Regulatory Services Officers for food safety, standards and health and safety, will determine whether pro-active inspections are required within their inspection areas.

Southend will continue to participate in the Food Hygiene Rating Scheme to promote transparency and enable individuals to make informed choices about where they eat. Details of the scheme will also be included on the Visit Southend website.

Southend on Sea Borough Council will continue to utilise and develop the Uniform database to improve reporting capability.



### *3.2 Regulatory Services Group Food and Feed Complaints*

The demand on the service for 2015–16 is detailed above in 2.4. It is anticipated that the number of complaints received in 2016-17 will be similar this year.

All food complaints will be allocated in accordance with Officers inspection area and for feed to the Lead Feed Officer. Investigations of service requests / complaints will be based on intelligence and will be proportionate to the risk.

### *3.3 Primary Authority Partnership and Home Authority Scheme*

Southend on Sea Borough Council does not have any formal arrangements in place for food hygiene, standards or feeding-stuffs. The Enforcement Policy requires all Officers to give consideration to any partnerships and formal intervention strategies prior to taking enforcement action. As part of an informal Home Authority arrangement this authority will continue to undertake sampling for examination of the cockle processing establishments in liaison with the City of London Corporation Port Health Authority.

All Officers have access to the Primary Authority Scheme website and will adhere to inspection plans or priorities identified through this scheme.

### *3.4 Advice to Business*

The level of demand from businesses last year is included in section 2.4 but does not take account of advice given during inspection. Advice to businesses will continue to be given particularly in respect to our obligations under both the Food Hygiene Rating Scheme and the Regulators' Code to assist businesses to grow and for those within the FHRS to achieve a higher rating.

Ad-hoc advice will be given on request and where necessary businesses will be advised of specialist support that they can obtain for themselves. Further improvements will be made to the Council's web pages to provide advice to businesses and links to other providers of businesses.

Details of what to expect during an inspection are included on the reverse of the inspection report which is left on site following an inspection together with the Officer's contact details. Advice is also given on any further correspondence and will include the Officer's contact details.

### *Feed and Food Sampling*

The food sampling policy is set out in the Food Team Manual. The Regulatory Services Team will continue to participate in the Essex Food Group programme as well as take samples to support local work. It is planned that sampling will be undertaken in accordance with the sampling plan (Appendix 2). Enforcement Officers support this work.

The Team, where resources allow, will participate in the East of England Trading Standards Association (EETSA) food sampling and standards programme as well as taking samples in support of local work.

Funding from the FSA will be applied for either through the EETSA food group or individually for targeted sampling for imported food control in accordance with the priorities identified by the FSA.

UKFSS will continue to be utilised for reporting sampling and will be used to provide sampling information for the LAEMS returns.

Samples for food examination will be submitted to PHE Laboratory at Colindale. Samples for food and feed analysis will be sent to the Public Analyst Scientific Services Ltd.

### *3.5 Control and Investigation of Outbreaks and Food Related Infectious Disease*

Investigations will be undertaken of outbreaks; other incidents of suspected food poisoning will be monitored and responded to if necessary. The demand for last year is detailed in 2.4 and it is expected to be similar for this year. There are working instructions that detail the responses to be made. Southend Borough Council has signed up to the Memorandum of Understanding Outbreak Control Plan.

Pandemic flu or similar will increase the demand on time and will result in a reduction in the pro-active programme.

### *3.6 Incidents*

The team will continue to respond to incidents of illegal harvesting of oysters from the foreshore. The team will remove from the food chain oysters which commercial harvesters have not demonstrated that the oysters will be subject to the correct controls.

There are working instructions for incidents in the Food Team Manual. Where required by the Agency or DEFRA resources will be provided which will result in a reduction in the pro-active programme. Resource may also be required to support Southend Borough Council's emergency control plan.

### *3.7 Liaison with Other Organisations*

Southend Borough Council will continue to participate locally in liaison arrangements with:

- the Essex Food Liaison Group (including sampling)
- EETSA Food Group
- EETSA Feed Group
- Essex Occupational Health and Safety Group

- Thames Liaison Group for Shellfish
- Food Hygiene Focus Group
- Environmental Health Managers Group
- Public Health England
- Planning Major Projects Board
- SMAART Team;

and with national bodies as appropriate, Food Standards Agency, Chartered Trading Standards Institute, Chartered Institute of Environmental Health, Department for Environmental, Food and Rural Affairs, Department for Business Innovation and Skills, Local Government Association.

### *3.8 Promotional Work and other non-official controls interventions for food and feed*

Participation will be as part of a larger exercise organised nationally or through the County, these will be evaluated in line with corporate initiatives.

Support of initiatives identified through the public health agenda including those identified in action plans for Health and Wellbeing. This will include:

- the promotion of the Healthy Eating Awards within Southend and delivery of Responsibility Deal with PHE and
- the nutritional project in residential care homes

where funding has been made available.

The team will also participate in:

- Health Promotion Events organised by SBC
- Targeted events

Any promotional work undertaken will be evaluated to measure its effectiveness

## **4. Resources**

### *4.1 Financial Allocation*

	<i>£ Budget 2016-17</i>
<i>Travel and Subsistence</i>	<i>3,300</i>
<i>Equipment</i>	<i>0</i>
<i>IT &amp; Legal (included in management, administration and technical services)</i>	<i>11,800</i>
<sup>1</sup> <i>Sampling Budget</i>	<i>7,000</i>
<sup>2</sup> <i>Staffing Costs</i>	<i>209,260</i>
<i>Additional funding from Centre</i>	<i>0</i>

<sup>1</sup>Microbiological samples are taken as part of our free allocation with the FWE.

<sup>2</sup>Includes costs for contracted inspections.

#### 4.2 Staffing Allocation

<b>Staff</b>	<b>FTE 2014-15</b>	<b>FTE 2015-16</b>
Management Food and Feed	0.5	0.5
Regulatory Services Officers Food	2.9	3.7
Enforcement Officers Food	0.53	0.52
<b>Total Officers</b>	<b>3.92.</b>	<b>4.72</b>
Administration	1.1	1.1
Regulatory Services Officers Feed	N/A	0.03

*In 2015-16 our funding for the oyster project was used to convert the vacant Enforcement Officer post to a Regulatory Services post to support the activity around enforcement of illegal oyster harvesting. The remainder being used to contractors backfill inspections.*

#### 4.3 Staff Development Plan

Training will be identified as part of the appraisal system to meet the needs of the service to be delivered. Registered Environmental Health Practitioners are responsible for managing their own CPD training which will mostly be provided externally and funded by the Council.

Assessment of competencies in line with the Code of Practice is being undertaken as part of the appraisal system.

Officers who support areas of food, feed, infectious disease and legal processes will receive appropriate training which will be provided both in-house and externally as appropriate. Assessment against the competency framework of these officers will be undertaken.

One Enforcement Officers is undertaking work to complete their log book. There is also one Regulatory Services Officer who has completed the learning element of the Environmental Health degree but is not currently working in food. All Officers will be supported to complete log books, learning portfolio and professional interviews. Support will be given to trainees to help them to achieve their registration with an expectation this is undertaken within a reasonable period.

#### 4.4 Projected Resource Required to deliver programme

Activity (does not include Business Support time)	FTE
Food Hygiene Inspections	<b>2.00</b>
Approved Premises	<b>0.03</b>
Food Standards (if undertaken at time of food hygiene inspection)	<b>0.02</b>
Revisits to check compliance / FHRS	<b>0.5</b>
Service Requests	<b>1.1</b>
Events applications	<b>1.13</b>
HA / Primary Authority	<b>0.16</b>
Advice to Business	<b>0.3</b>
Formal action	<b>0.2</b>
Co-ordination liaison	<b>0.17</b>
Promotional work	<b>0.04</b>
Sampling activities	<b>0.23</b>
Food poisoning (does not take into account outbreak)	<b>0.02</b>
Incidents (including illegal harvesting of oysters)	<b>0.50</b>
Training for competency (Code of Practice requirement) & internal	<b>0.14</b>
Auditing	<b>0.05</b>
Management of activities (service and improvements)	<b>0.9</b>
Total Food (excluding dedicated administration)	<b>7.49</b>
All Feed Activities	<b>0.03</b>

There is currently resource available to undertake contracted food inspections to assist with meeting the Code of Practice requirements on interventions to be completed in year. Feed inspections are being funded through the EETSA Feed Group.

## 5. Quality Assessment

### 5.1 Quality Assessment and Internal Monitoring

The Essex Food Group undertook internal audits against the Brand Standard in 2015. An action plan was developed which is being implemented. Audit procedures were updated to include checks for Brand Standard compliance.

The Food Standards Agency undertook a thematic audit in December 2012. An Action Plan was agreed with Council and has been implemented and progress against the Action Plan has been reported to the FSA. The audit review by the FSA was completed in April 2014 and the service has been signed off as compliant.

The Regulatory Services Group continues to support the concepts of Peer Review and Inter-Authority Auditing. A Regulatory Services Self-Assessment and Peer Challenge took place in 2009.

A Data Protection Audit took place in November 2012 and there were no issues raised.

There is an internal audit team within the Council who select areas for review on an annual basis. There is also Member scrutiny through the scrutiny process as appropriate. An audit of the Regulatory Services restructure was carried out during 2013.

## 6. Review

### 6.1 *Review against the Service Plan*

There is continued support for report writing and there are a range of performance reports available.

Food Safety:

<b>FSA Category</b>	<b>Numbers Due @ 01/04/2015</b>	<b>% Achieved</b>
A	12	100
B	131	100
C	306	100
D	221	71
E	165	51
Unrated (includes changes in year)	244	75
Totals of those due	1079	

The team completed 100% of all A and B rated inspections for food hygiene and 100% of C rated, compared to 98% of C rated inspections completed the previous year.

The % of D rated inspected completed this year was lower at 71% compared to 88% the previous year and the % of E rated inspections completed was lower 62% to 51%. However we reduced the number of overdue inspections for both these categories.

We achieved 75% of unrated premises inspections during the year and of those not inspected all but 5 premises were low risk activities which are reviewed to determine their activity or childminders subject to inspection by Children's Services.

Food Standards:

<b>FSA Category</b>	<b>Numbers Due 2015-16</b>	<b>% Achieved</b>
High	1	100
Medium	96	64

Low	228	20
Unrated (includes changes in year)	170	68
Totals of those due	495	

Food standards were not separately targeted in line with the previous plan, apart from the A-risk premises. Through inspecting those due, overdue and due before the next food hygiene inspection the number of overdue food standards inspections has reduced. The number of overdue inspections was reduced.

#### Feed Inspections

None were identified for interventions for 2015-16. An assessment of competency for feed has been undertaken and a training programme is being implemented to meet the competency requirements.

#### Enforcement in Food Premises:

	<b>2015-16</b>	<b>2014-15</b>	<b>2013-14</b>
<i>Prosecutions</i>	0	1	0
<i>Simple Cautions</i>	1	0	0
<i>Improvement Notices</i>	15	5	15
<i>Prohibitions</i>	0	4	0
<i>Seizure and Detentions (including informal for oysters)</i>	15	23	7
<i>Remedial Action and detention notices</i>	1	0	0

There has been an increase in notices served targeting the non-compliant premises. There continues to be voluntary surrenders of oysters illegally harvested from the seafront.

#### Requests

	<b>2015-16</b>	<b>2014-15</b>	<b>2013-14</b>
<i>Food Safety and Standards</i>	553	580	579
<i>Infectious Disease</i>	284	253	235
<i>Nuisance / Noise</i>	23	28	41
<i>Planning in Food (new role)</i>	21		

*\*includes planning requests not previously included.* Requests for service remain at a similar level

#### Sampling

	<b>2015-16</b>	<b>2014-15</b>	<b>2013-14</b>
<i>Microbiological Samples Taken</i>	214	224	254
<i>Analytical Samples Taken</i>	34	16	21

*No samples were required to be taken for feed analysis in 2015-16.*

Food sampling has continued at a similar level as previous years and UKFSS is being used for reporting sampling. There was an increase in analytical samples taken through successful bidding for FSA funding for targeted activities relevant to Southend.

Improvements have continued to be made to the Uniform system. There are procedures in place for the use of the system and enhanced reporting tools available.

Questionnaires continue to be used as a method of assessing the risk of the activities of unrated Home Caterers. This enables the team to target the higher risk activities for inspection within 28 days of opening. Home Caterers already on the inspection cycle will be inspected in line with the priorities detailed in 3.1. Those undertaking catering and high risk activities will be inspected. Home Caterers who continue to operate a cake making business will be inspected outside of these time scales.

Southend on Sea Borough Council has continued to participate in the Food Hygiene Rating Scheme. Support has been given to the national campaigns around raising the profile of this scheme.

The team successfully bid for funding from Public Health England to undertake an assessment of the nutritional quality of foods being delivered in Residential Care Homes. The project is scheduled to be completed over a 2 year period, with interventions being undertaken where possible at the same time as routine food hygiene and standards inspections. 39 assessments were completed during 2015-16 and reported.

The team continued to deliver the targets set by PHE for health eating. There were 4 Gold Awards, 3 Silver Awards for premises providing healthy alternatives and 25 pledges to work towards these awards.

## *6.2 Identification of any Variation from the Service Plan 2015-16*

Officers have continued to support enforcement activity in relation to illegal oyster harvesting.

We utilised some of the funding from Council to deal with illegal oyster harvesting to convert an Enforcement Officer post (which we were unable to recruit to) to a Regulatory Services Officer. This has enabled enforcement



work to be undertaken as part of usual duties with the remainder of the funding to be used to backfill inspections.

The team continues to support the Safety Advisory Group to provide guidance to event applicants.

An alternative intervention strategy has been developed for E rated premises and began in the first quarter of last year. This strategy will continue. Where premises have changed or there has been no response an inspection has been carried out.

### *6.3 Areas for Improvement*

- Continue to improve the use of the database
- Continue to develop reports for performance management purposes
- Adopt further areas of Uniform to maximise reporting and intelligence
- Standardising work where possible and process improvements
- Continue to vet and prioritise new premises inspections
- Training of Officers to support work areas and identified competency requirements
- Continue to raise awareness with business of the requirements of the Food Information Regulations
- Determine where 'other official controls' are possible and how IT would need to be mapped to report this.
- Further develop the process for alternative enforcement for low risk food hygiene interventions to include an alternative enforcement approach for food standards.
- Recruit to vacant post
- Identify areas where support from businesses is required, including using the Business Survey.
- Work with Essex Environmental Managers Group to develop links with Better Business for All objectives.
- Work with Business development on the Visit Southend website to provide information to residents and visitors to Southend on the food hygiene rating scheme and healthy options.
- Evaluate the requirements for food brokers and ensure that appropriate interventions are carried out.
- Assist the Authority to ensure that potable water is available at Events through a testing regime.
- Integration on Uniform for all feed establishments and process controls.
- Complete competency assessment and identification of training needs for feed
- Develop paperwork for feed inspections.

Appendix 1

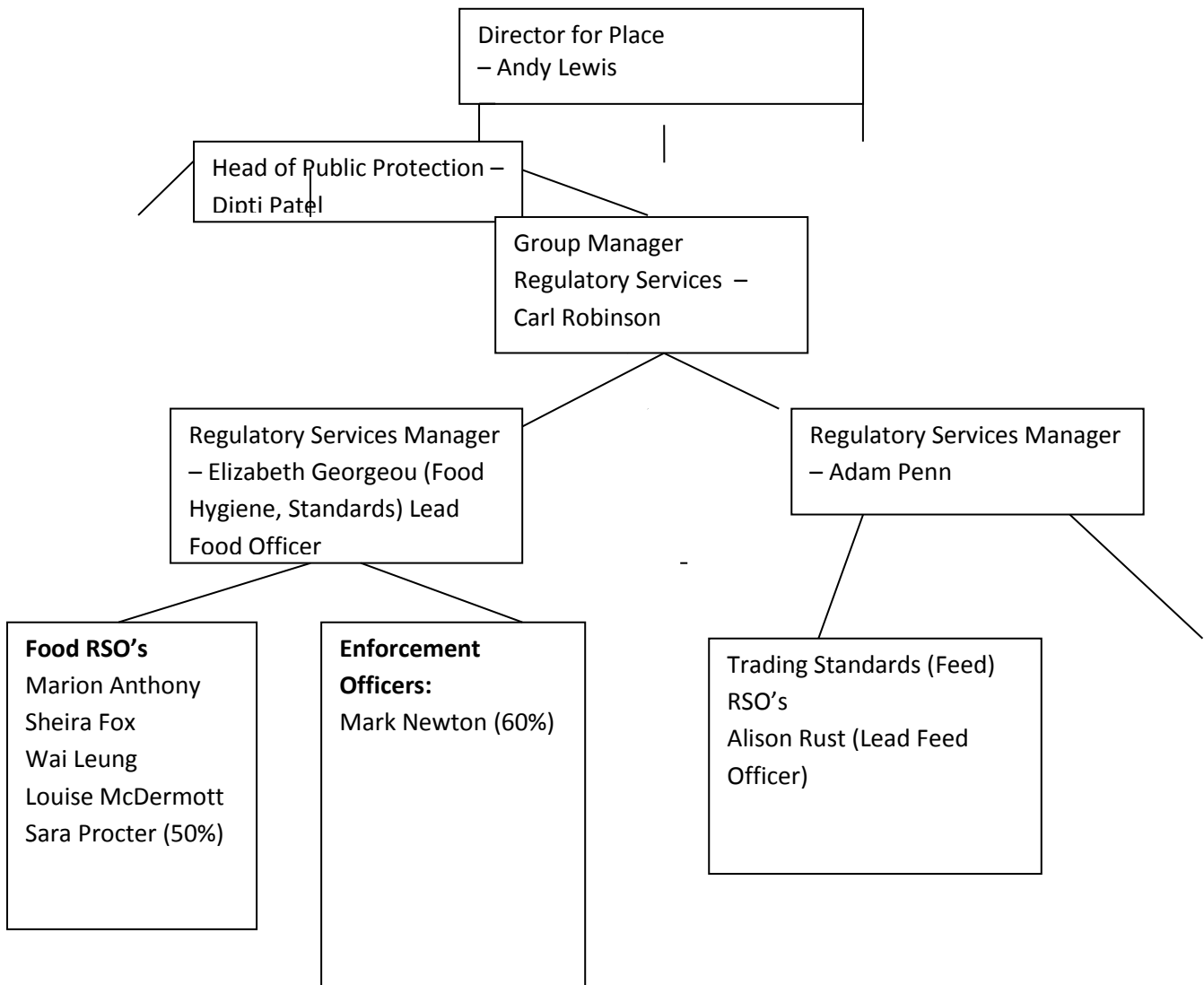
Leader and Cabinet Portfolio for Public Protection:

Leader                      Cllr Lamb

Public Protection        Cllr Flewitt

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Food Service – Officers undertaking food work only:



**SOUTHEND-ON-SEA BOROUGH COUNCIL**  
**SAMPLING PROGRAMME; 1<sup>st</sup> April 2016 – 31<sup>st</sup> March 2017**

Samples will be collected from the reception or post room around 3pm.

Sampling will take place fortnightly, unless otherwise agreed with PHE lab.

Food Std Sampling Dates	Microbiological Sampling Dates				
		Sampling Projects In-house, LGA/HPA, FSA funded, Eastern Region	Rossi	Fuud	Cockles (June-
TBC	Weds	<b>Easter break</b>			
	13/04/2016	In-house scooped & machine ice cream	YES		
	27/04/2016	In-house scooped & machine ice cream			
	11/05/2016	In-house scooped & machine ice cream *RESAMPLES*	YES		
	25/05/2016	In-house rte seafood, dressed crab etc			
	08/06/2016	In-house rte seafood, dressed crab etc	YES		
	22/06/2016	In-house rte seafood, dressed crab etc		YES	
	06/07/2016	In-house picnic basket – soft cheese, sliced meat, pate, salads etc	YES		
	20/07/2016	In-house picnic basket – soft cheese, sliced meat, pate, salads etc			
	03/08/2016	In-house picnic basket – soft cheese, sliced meat, pate, salads etc	YES		
	17/08/2016	In-house picnic basket – soft cheese, sliced meat, pate, salads etc			
	31/08/2016	In-house picnic basket – soft cheese, sliced meat, pate, salads etc		YES	
	14/09/2016	HPE/Regional project – TBC	YES		
	28/09/2016	HPE/Regional project – TBC			
	12/10/2016	In-house lightly cooked food – beef carpaccio, hollandaise sauce, egg fried rice, raw vegetable smoothies	YES		

	26/10/2016	In-house lightly cooked food – beef carpaccio, hollandaise sauce, egg fried rice, raw vegetable smoothies			
	09/11/2016	*RESAMPLES*	YES		
	23/11/2016	Xmas meals – roast dinner, meat based gravy, hot holding buffet foods		YES	
	07/12/2016	Xmas meals – roast dinner, meat based gravy, hot holding buffet foods	YES		
	21/12/2016	<b>MERRY CHRISTMAS/HAPPY NEW YEAR *NO SAMPLING ACTIVITY*</b>			
	04/01/2017	<b>NEW YEAR - *NO SAMPLING ACTIVITY*</b>			
	18/01/2017	HPE/Regional project - TBC	YES		
	01/02/2017	HPE/Regional project - TBC			
	15/02/2017	HPE/Regional project - TBC	YES	YES	
	01/03/2017	In-house fresh/synthetic cream cakes new cake shops)			
	15/03/2017	In-house fresh/synthetic cream cakes *RESAMPLES* Water samples (Event)	YES		
	29/03/2017	<b>*NO SAMPLING ACTIVITY*</b>			

# Southend-on-Sea Borough Council

Agenda  
Item No.

## Report of Corporate Director for Place

to  
Cabinet  
on

28<sup>th</sup> June 2016

Report prepared by:  
Amanda Rogers (S106 & CIL Officer, Development Control)

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### Community Infrastructure Levy (CIL) Annual Financial Report 2015/16

#### Place Scrutiny Committee – Executive Councillor: Councillor Flewitt Part 1 (Public Agenda Item)

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#### 1. Purpose of Report

- 1.1 To provide Members with the CIL Annual Financial Report for the financial year 2015/16, and confirm that CIL receipts to date should be carried forward until the end of 2016/17 with the exception of 5% administrative costs and the 15% Neighbourhood Allocation to Leigh Town Council.
- 1.2 The following recommendation and appendix is being referred to Cabinet in accordance with the arrangements set out in the CIL Governance Framework (agreed by Members in June 2015).

#### 2. Recommendations

- 2.1 That Members note the content of this report and agree the following recommendation:
  - 2.1.1 **To note the content of the CIL Annual Financial Report 2015/16 and agree to carry forward CIL receipts to date (except Leigh Town Council Neighbourhood Allocation and 5% administrative expenses) to the next financial year (2017/18), when spending plans will be reviewed.**

#### 3. Background

- 3.1 Southend Borough Council became a CIL Charging Authority and commenced CIL charging in July 2015.
- 3.2 As CIL charging did not commence until 27<sup>th</sup> July 2015, this first CIL Annual Financial Report reflects a partial financial year from 27<sup>th</sup> July 2015 (i.e. from adoption of a Charging Schedule) to 31<sup>st</sup> March 2016. In accordance with the CIL Regulations the CIL Annual Financial Report is to be published on the Council's website by 31<sup>st</sup> December 2016.

- 3.3 See the Council's [CIL Governance Framework](#) for further details in relation to spending and reporting for the Levy
- 3.4 As explained in the CIL Governance Framework, it was expected that there would be an initial 'lag' period for CIL income due to the number of planning permissions already in place prior to CIL adoption and the fact that planning permissions can be implemented any time within 3 years. Therefore, Cabinet has previously agreed within the CIL Governance Framework that the first release of CIL funds should not take place until **April 2019** (i.e. CIL receipts carried forward each financial year until this point). However, it was also agreed that this arrangement would be reviewed annually.
- 3.5 The total CIL receipts in the last financial year amounted to **£13,903.89**. This includes £11,123.11 in the CIL Main Fund, which is to be spent on items identified in the Council's Regulation 123 Infrastructure List; £2,085.58 (15% of total receipts) Neighbourhood Allocation; and £695.20 (5% of total receipts) to be applied to administrative expenses.
- 3.6 The £2,085.58 Neighbourhood Allocation includes the following:
- Leigh Town Council allocation £885.06
  - Milton ward allocation £248.02
  - West Shoebury ward allocation £697.50
  - Westborough ward allocation £255
- 3.7 In accordance with CIL regulation 59A and 59D, £885.06 is being transferred to the "local council" (Leigh Town Council); and in accordance with CIL regulation 61, £695.20 is being applied to administrative expenses associated with CIL.
- 3.8 In accordance with CIL regulation 59C, "A local council must use CIL receipts passed to it in accordance with regulation 59A or 59B to support the development of the local council's area, or any part of that area, by funding –
- (a) the provision, improvement, replacement, operation or maintenance of infrastructure; or
- (b) anything else that is concerned with addressing the demands that development places on an area."
- Leigh Town Council will have 5 years to spend CIL receipts.
- 3.9 The spending criteria referred to above also apply to the Ward Neighbourhood Allocation across the Borough.
- 4. Options**
- 4.1 Consistent with the previously agreed CIL Governance Framework it is recommended at this stage that the content of the CIL Annual Financial Report 2015/16 is noted, and that CIL receipts to date (except Leigh Town Council Neighbourhood Allocation and 5% administrative expenses) be carried forward to the next financial year (2017/18), when spending plans will be reviewed.

4.2 More significant CIL receipts are anticipated over the next two years and it may be more beneficial to wait until these receipts are received before deciding how to apply them. Hence, it is recommended to carry forward the CIL Main Fund and three Ward Neighbourhood Allocations at this stage. However, there is the alternative option of not carrying forward the CIL Main Fund of £11,123.11 and Ward Neighbourhood Allocations set out in paragraph 3.6 (including Milton, West Shoebury and Westborough).

4.3 If it is decided to pursue the alternative option and spend 2015/16 receipts in 2016/17, then the following amended recommendations will need to be agreed:

**4.3.1 Corporate Director for Place to prepare an Infrastructure Business Plan, identifying the project(s) from the Regulation 123 Infrastructure List that will benefit from CIL receipts within the CIL Main Fund, for consideration by Cabinet and spending in 2016/17.**

**4.3.2 Delegate authority to Ward Members and Corporate Director for Place (in discussion with the Executive Councillor for Housing, Planning and Public Protection) to agree how Neighbourhood Allocation (excluding allocation to Leigh Town Council area) is to be spent.**

4.4 If the alternative option set out in paragraph 4.3 is pursued then in accordance with the procedure set out in the CIL Governance Framework, ward councillors will, after Cabinet, be invited to agree a Funding Bid by the end of September 2016 for how their Neighbourhood Allocation is to be spent. Ward councillors will be invited to engage with their local community at ward level to establish local infrastructure priorities/neighbourhood projects requiring funding.

## **5. Reasons for Recommendations**

5.1 The CIL receipts to date are relatively nominal sums of money. More significant CIL receipts are anticipated over the next two years and it may be more beneficial to wait until these receipts are received before deciding how to apply them to infrastructure projects. Hence, it is recommended to carry forward the CIL Main Fund and three Ward Neighbourhood Allocations at this stage.

## **6. Corporate Implications**

### **6.1 Contribution to Council's Vision & Corporate Priorities**

CIL income will be spent on community infrastructure that supports development in the Borough (as defined in the Council's published Regulation 123 Infrastructure List). As such, this will support a number of the Council's Corporate Priorities, including creating safer, cleaner, healthier and more prosperous communities. CIL is therefore considered to be a key corporate priority.

### **6.2 Financial Implications**

As expected, the previously projected CIL income of approximately £429,000/year is unlikely to be realised until 2018 as it is only 9 months since adoption of a CIL Charging Schedule and there will be a number of extant

planning permissions granted prior to a CIL Charging Schedule being in place. Also, it is difficult to estimate with any accuracy the likely income from CIL as any estimate is highly sensitive to multiple assumptions and variables such as exemptions and deductions.

### 6.3 Legal Implications

All procedures in relation to the CIL implementation, collection and reporting must adhere to the Planning Act 2008 (as amended) and the Community Infrastructure Levy Regulations 2010 (as amended). The relevant CIL regulations have been set out in the CIL Annual Financial Report.

### 6.4 People Implications

None.

### 6.5 Property Implications

CIL should have a negligible impact on Council assets.

### 6.6 Consultation

None required unless pursuing the alternative option set out in paragraph 4.3, in which case ward councillors will be required to consult their local communities in relation to neighbourhood projects potentially benefitting from CIL.

### 6.7 Equalities and Diversity Implications

CIL income and the continuation of S106 planning obligations, as appropriate, contributes towards infrastructure and other community needs made necessary by development thus taking into consideration issues of equality and diversity.

### 6.8 Risk Assessment

There is a slight risk that spending the £11,000 this year on small projects, rather than waiting and carrying the money forward to spend a bigger 'pot', may be less effective in enabling the Council to meet our infrastructure needs.

### 6.9 Value for Money

The CIL Charging Schedule is an important means of ensuring value for money for the wider community from development.

### 6.10 Community Safety Implications

None.

### 6.11 Environmental Impact

None.



## **7. Background Papers/Reference Documents**

The Community Infrastructure Levy Regulations 2010  
The Community Infrastructure Levy (Amendment) Regulations 2011  
The Community Infrastructure Levy (Amendment) Regulations 2012  
The Community Infrastructure Levy (Amendment) Regulations 2013  
The Community Infrastructure Levy (Amendment) Regulations 2014  
The Community Infrastructure Levy (Amendment) Regulations 2015  
Southend Borough Council CIL Charging Schedule 2015  
Southend Borough Council Regulation 123 Infrastructure List 2015  
Southend Borough Council CIL Governance Framework 2015

## **8. Appendices**

**Appendix 1:** Draft CIL Annual Financial Report 2015/16

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**APPENDIX 1**



**Community Infrastructure Levy (CIL)  
Annual Financial Report**

**Financial Year 2015/16**

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## Introduction

Regulation 62 of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended) places a duty on authorities charging a CIL to produce an Annual Report providing detail on certain financial information as set out in the regulations and make it available online before the 31 December each year.

Southend Borough Council became a CIL Charging Authority and commenced CIL charging in July 2015. Therefore, this annual report reflects a **partial financial year from 27<sup>th</sup> July 2015 (i.e. from adoption of a Charging Schedule) to 31<sup>st</sup> March 2016**. In accordance with the CIL Regulations this annual report is to be published by 31<sup>st</sup> December 2016.

A compilation of relevant CIL regulations (as amended) have been provided in Appendix 1 for ease of reference. A table summarising the Annual Report for 2015/16 is included below (Table 1).

Further information regarding the Community Infrastructure Levy can be obtained from [Southend Borough Council](#) or from the [Planning Portal](#) or the Government's online [Planning Practice Guidance](#). Any questions or comments can be directed to the Planning Team using the following email address:- [council@southend.gov.uk](mailto:council@southend.gov.uk)

## CIL Funding Summary

The total CIL receipts in the reported year, financial year 2015/16, amounted to **£13,903.89**. This includes £11,123.11 in the CIL Main Fund, which is to be spent on items identified in the Council's Regulation 123 Infrastructure List; £2,085.58 (15% of total receipts) Neighbourhood Allocation; and £695.20 (5% of total receipts) to be applied to administrative expenses.

In accordance with CIL regulation 59A and 59D, £885.06 is being transferred to the "local council", Leigh Town Council; and in accordance with CIL regulation 61, £695.20 is being applied to administrative expenses associated with CIL. There has been no further expenditure in the reported year.

## The CIL Regulations: Explanatory Note

New regulation 59A places a duty on charging authorities to pass some Levy funds to local councils where some or all of a chargeable development takes place in an area for which there is a parish or community council. Regulation 59A(8) sets out the proportion of the Community Infrastructure Levy raised in relation to a development that regulation 59A applies to. Regulation 59A applies to the proportion of Community Infrastructure Levy raised equal to the proportion of the gross internal area of the development in the area of the relevant local council.

In England, where there is a neighbourhood development plan in place, or permission was granted by a neighbourhood development order (including by a community right to build order), the charging authority must pass 25% of Community Infrastructure Levy funds to the parish councils in whose area the chargeable development takes place. Where there is no neighbourhood development plan this amount is 15%, subject to a cap of £100 per household in the parish council area per year. Parish or community councils have the discretion to decide that some or all of these funds should remain with the charging authority.

Regulation 59A(8) provides for where development crosses local council boundaries, so that the funds are split proportionally between the local councils. Regulation 59A(9) and (10) makes similar provision for when some of a development is granted permission by a neighbourhood development order, or is in an area for which there is a neighbourhood plan, and some is not.

Regulation 59B sets out how the duty in regulation 59A applies where the charging authority accepts a land payment.

On receipt of the funds, parish and community councils have wider spending powers than charging authorities, under new regulation 59C.

Regulation 59D sets out a default provision for when payments are to be made to local council in the absence of an agreement with the charging authority.

Under new regulation 59E the charging authority is able to recover funds from the local council in certain circumstances. That is if the local council have misapplied the Community Infrastructure Levy by not using it to support the development of their area or by using it for another purpose. When Levy receipts are recovered from a local council, the charging authority must use those funds to support development in the area of that local council.

New regulation 59F makes provision for where the duty in regulation 59A does not apply, namely where a chargeable development (or part of a development) takes place in an area for which there is not a parish or community council. In that case, the charging authority has wider spending powers in relation to those parts of its area for which there is not a parish or community council. Those powers are the same as those given to parish or community councils, and apply to those funds that would have been passed on had the development

taken place in an area for which there is a parish or community council.

See the Council's [CIL Governance Framework](#) for further details in relation to spending and reporting for the Levy.

## Table 1: CIL Summary Report

Partial Financial Year 2015/16 (covering period from 27 July 2015 to 31 March 2016)

<b>Total CIL Summary</b>	
Total CIL <b>receipts</b> <sup>1</sup> for the reported year	£13,903.89
Total CIL <b>carried over</b> from previous reported year(s)	0
Total CIL <b>expenditure</b> <sup>2</sup> for the reported year	0
Total amount of CIL applied to <b>administrative expenses</b> pursuant to regulation 61	£695.20
Above as a percentage of CIL collected in the reported year	5%
Total CIL receipts from the <b>last financial year retained</b> at the end of the reported year <sup>3</sup>	£13,208.69
Total CIL receipts from <b>other years retained</b> at the end of the reported year	0

<b>CIL Main Fund<sup>4</sup> (summary)</b>	
Main Fund <b>receipts</b> for the reported year	£11,123.11
Main Fund <b>carried over</b> from previous reported year(s)	0
Main Fund <b>expenditure</b> for the reported year	0
Main Fund <b>retained</b> at the end of the reported year	£11,123.11

<b>CIL Main Fund Expenditure(details)</b>	
<b>Items of infrastructure</b> to which CIL (including land payments) has been applied:	Amount of expenditure on each item
<ul style="list-style-type: none"> <li>n/a</li> </ul>	n/a
Details of infrastructure items (provision in whole or in part) relating to CIL applied to repay <b>money borrowed</b> , including any interest, pursuant to regulation 62(4):	Amount of CIL applied to repay money borrowed, including any interest
<ul style="list-style-type: none"> <li>n/a</li> </ul>	n/a
Details of infrastructure items relating to CIL <b>passed to another person</b> for that person to apply to funding the provision, improvement, replacement, operation or maintenance of infrastructure pursuant to regulation 59(4):	Amount of CIL applied to repay money borrowed, including any interest
<ul style="list-style-type: none"> <li>n/a</li> </ul>	n/a

<sup>1</sup> CIL receipts include the value of land payments and infrastructure payments made in respect of CIL charges by Southend Borough Council.

<sup>2</sup> This excludes the amount applied to administrative expenses.

<sup>3</sup> CIL retained includes the value of acquired land on which development consistent with a relevant purpose has not commenced OR the acquired land has been used or disposed of for a purpose other than the relevant purposes and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent AND the value of infrastructure if the infrastructure has not been provided.

<sup>4</sup> To be spent on items identified in the Council's Regulation 123 Infrastructure List.



<b>Land and infrastructure in kind payments</b>	
Total <b>land payment receipts</b> for the reported year	0
In relation to any land payments accepted by Southend Borough Council, details of the land/development to which the land payments relate:	Amount of CIL for each land payment
<ul style="list-style-type: none"> <li>n/a</li> </ul>	n/a
Total <b>infrastructure in kind payment receipts</b> for the reported year	0
In relation to any infrastructure in kind payments accepted by Southend Borough Council, details of the items of infrastructure to which the infrastructure payments relate:	Amount of CIL for each item of infrastructure
<ul style="list-style-type: none"> <li>n/a</li> </ul>	0

<b>Neighbourhood Allocation (summary)</b>	
Total Neighbourhood Allocation <b>receipts</b> for the reported year	£2,085.58
Neighbourhood Allocation <b>carried over</b> from previous reported year(s)	0
Neighbourhood Allocation <b>expenditure</b> for the reported year	0
Neighbourhood Allocation <b>retained</b> at the end of the reported year	£2,085.58

<b>Neighbourhood Allocation – local council allocation<sup>5</sup></b>	
<b>Local parish council: Leigh Town Council (LTC)<sup>6</sup></b>	
Total <b>CIL receipts to be allocated to LTC</b> for the reported year	£885.06
<b>Ward breakdown:</b>	
<ul style="list-style-type: none"> <li>CIL receipts within Belfairs (within LTC boundary)</li> </ul>	0
<ul style="list-style-type: none"> <li>CIL receipts within Blenheim Park (within LTC boundary)</li> </ul>	0
<ul style="list-style-type: none"> <li>CIL receipts within Leigh</li> </ul>	£885.06
Total amount <b>carried over by LTC</b> from previous reported year(s)	0
Total <b>expenditure by LTC</b> for the reported year	0
Items to which LTC receipts have been applied in the reported year:	Amount of expenditure on each item
<ul style="list-style-type: none"> <li>n/a</li> </ul>	n/a
Amount <b>retained by LTC</b> at the end of the reported year	£885.06
<b>Details of any requests for repayment of CIL receipts from LTC that have not been applied to support the development of its area within 5 years of receipt:</b>	
Total value of CIL receipts requested to be returned from LTC	0
Total value of CIL receipts yet to be recovered from LTC for the reported year	0
Items to which CIL receipts have been applied and details of expenditure for each item	n/a

<sup>5</sup> CIL income allocated to LTC not yet passed to Leigh Town Council as at 04/05/2016.

<sup>6</sup> Leigh Town Council (LTC) will also have to produce a similar annual report relating to their Neighbourhood Allocation. However, as this is not required to be provided to the Council until 31<sup>st</sup> December 2016, this first Southend Borough Council CIL Annual Report excludes LTC CIL Annual Report (from April 2017 onwards this will be appended).

<b>Neighbourhood Allocation (details)</b>	
<b>Ward: Milton</b>	
<b>Receipts</b> for Milton	£248.02
<b>Carried over</b> from previous reported year(s)	0
<b>Expenditure</b> for the reported year	0
Items to which the Milton Neighbourhood Allocation receipts have been applied:	Amount of expenditure on each item
• n/a	n/a
<b>Retained</b> at the end of the reported year	£248.02

<b>Neighbourhood Allocation (details)</b>	
<b>Ward: West Shoebury</b>	
<b>Receipts</b> for West Shoebury	£697.50
<b>Carried over</b> from previous reported year(s)	0
<b>Expenditure</b> for the reported year	0
Items to which the West Shoebury Neighbourhood Allocation receipts have been applied:	Amount of expenditure on each item
• n/a	n/a
<b>Retained</b> at the end of the reported year	£697.50

<b>Neighbourhood Allocation (details)</b>	
<b>Ward: Westborough</b>	
<b>Receipts</b> for Westborough	£255
<b>Carried over</b> from previous reported year(s)	0
<b>Expenditure</b> for the reported year	0
Items to which the Westborough Neighbourhood Allocation receipts have been applied:	Amount of expenditure on each item
• n/a	n/a
<b>Retained</b> at the end of the reported year	£255

## **Appendix 1: CIL Regulations 59 to 62 2010 (as amended up to and including 2015)**

### **Application to infrastructure**

- 59.** (1) A charging authority must apply CIL to funding the provision, improvement, replacement, operation or maintenance of infrastructure to support the development of its area.
- (2) CIL applied by the Mayor to funding infrastructure must be applied to funding the provision, improvement, replacement, operation or maintenance of roads or other transport facilities, including, in particular, funding for the purposes of, or in connection with, scheduled works within the meaning of Schedule 1 to the Crossrail Act 2008<sup>7</sup>.
- (3) A charging authority may apply CIL to funding the provision, improvement, replacement, operation or maintenance of infrastructure outside its area where to do so would support the development of its area.
- (4) For the purposes of this regulation, any reference to applying CIL includes a reference to causing it to be applied, and includes passing CIL to another person for that person to apply to funding the provision, improvement, replacement, operation or maintenance of infrastructure.
- (5) This regulation is subject to regulations 59A, 59E, 59F, 60 and 61.

### **Duty to pass CIL to local councils**

- 59A.** (1) This regulation applies to that part of a chargeable development within the area of a local council.
- (2) Subject to paragraph (12) and regulation 59E(5) a charging authority, other than the Mayor, must pass to every local council within its area a proportion of CIL receipts calculated in accordance with this regulation and regulation 59B.
- (3) In England, where all or part of a chargeable development is within an area that has a neighbourhood development plan in place the charging authority must pass 25 per cent of the relevant CIL receipts to the parish council for that area.
- (4) In England, where all or part of a chargeable development—
- (a) is not in an area that has a neighbourhood development plan in place; and
  - (b) was granted permission by a neighbourhood development order made under section 61E or 61Q<sup>8</sup> (community right to build orders) of TCPA 1990, the charging authority must pass 25 per cent of the relevant CIL receipts to the parish council for that area.
- (5) In England, where all or part of a chargeable development—
- (a) is not in an area that has a neighbourhood development plan in place; and
  - (b) was not granted planning permission by a neighbourhood development order made under section 61E or 61Q (including a community right to build orders) of TCPA1990, then, subject to paragraph (7), the charging authority must pass 15 percent of the relevant CIL receipts to the parish council for that area.

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<sup>7</sup> 2008 c.18

<sup>8</sup> Sections 61E and 61Q were inserted by paragraph 2 of Schedule 9 to the Localism Act 2011 (c. 20).

(6) In Wales, where all or part of a chargeable development is within the area of a community council then, subject to paragraph (7), the charging authority must pass 15 per cent of the relevant CIL receipts to that community council.

(7) The total amount of CIL receipts passed to a local council in accordance with paragraph (5) or (6) shall not exceed an amount equal to £100 per dwelling in the area of the local council multiplied by  $I_A$  in each financial year.

(8) In paragraphs (3) to (6) the relevant CIL receipts are the proportion of CIL received in relation to a development equal to the proportion of the gross internal area of the development that is relevant development in the relevant area of the local council.

(9) In paragraph (8), the relevant area is—

(a) in relation to paragraph (3), that part of the parish council's area that has a neighbourhood development plan in place;

(b) in relation to paragraphs (4)(a) and (5)(a), that part of the parish council's area that does not have a neighbourhood development plan in place; and

(c) in relation to paragraph (6), the whole of the community council's area.

(10) In paragraph (8), the relevant development is—

(a) in relation to paragraphs (3) or (6), the whole of the development;

(b) in relation to paragraph (4)(b) that part of the development for which permission was granted by a neighbourhood development order made under section 61E or 61Q (community right to build orders) of TCPA 1990; and

(c) in relation to paragraph (5)(b) that part of the development for which permission was not granted by a neighbourhood development order made under section 61E or 61Q (community right to build orders) of TCPA 1990.

(11) In this regulation an area has a neighbourhood development plan in place in relation to a development, or part of a development, if—

(a) a neighbourhood development plan was made by a local planning authority in accordance with section 38A(4) of the Planning and Compulsory Purchase Act 2004 prior to the time at which planning permission first permits that development; and

(b) that neighbourhood development plan is extant in relation to the relevant area on the day when planning permission first permits that development.

(12) Where a local council notifies the charging authority in writing that it does not want to receive some or all of the CIL receipts that this regulation applies to before that CIL is paid to it, the charging authority must retain those CIL receipts.

### **Application of regulation 59A to land and infrastructure payments**

**59B.** (1) Regulation 59A applies to land payments accepted by a charging authority in accordance with regulation 73(1) (payment in kind) and infrastructure payments accepted by a charging authority in accordance with regulation 73A(1) (infrastructure payments) as follows.

(2) For the purposes of regulation 59A(8), the CIL received in relation to a development includes the value of CIL that any land or infrastructure payments were accepted in satisfaction of.

(3) Any payments to a local council relating to a land or infrastructure payment must be paid to the local council in money.

### **Application of CIL by local councils**

- 59C.** A local council must use CIL receipts passed to it in accordance with regulation 59A or 59B to support the development of the local council's area, or any part of that area, by funding—
- (a) the provision, improvement, replacement, operation or maintenance of infrastructure; or
  - (b) anything else that is concerned with addressing the demands that development places on an area.

### **Payment periods**

- 59D.** (1) This regulation applies where a charging authority is required to make a payment to a local council under regulation 59A or 59B.
- (2) If the charging authority and the local council agree on a timetable for payment, the charging authority must pay the local council in accordance with that timetable.
- (3) In all other cases, the charging authority must pay the local council in accordance with the following paragraphs.
- (4) The charging authority must make payment in respect of the CIL it receives from 1st April to 30th September in any financial year to the local council by 28th October of that financial year.
- (5) The charging authority must make payment in respect of the CIL it receives from 1st October to 31st March in any financial year to the local council by 28th April of the following financial year.

### **Recovery of CIL passed in accordance with regulation 59A or 59B**

- 59E.** (1) This regulation applies to CIL receipts received by a local council in accordance with regulation 59A or 59B that the local council—
- (a) has not applied to support the development of its area within 5 years of receipt; or
  - (b) has applied otherwise than in accordance with regulation 59C.
- (2) The charging authority may serve a notice on the local council requiring it to repay some or all of the CIL receipts that this regulation applies to.
- (3) A notice under paragraph (2) will be valid if it contains the following information—
- (a) the amount of CIL receipts to be repaid;
  - (b) the reasons for requiring those receipts to be repaid; and
  - (c) the date by which repayment is to be made which must be no earlier than 28 days from the day the notice is served.
- (4) On receipt of a valid notice the local council must send to the charging authority any CIL receipts it has not spent up to the value set out under sub-paragraph (3)(a) within the time set out under sub-paragraph (3)(c).
- (5) If the local council is unable to repay the full amount set out under sub-paragraph (3)(a) out of unspent CIL receipts, the charging authority must recover the rest of that amount out of future CIL receipts that it would otherwise have to pass to the local council in accordance with regulation 59A or 59B.
- (6) If the charging authority recovers CIL receipts in accordance with paragraph (5) it

must serve a notice on the local council when those receipts would otherwise be passed to the local council stating—

- (a) the amount of CIL receipts recovered; and
- (b) the amount of CIL receipts still to be recovered by the charging authority from the local council.

(7) A charging authority may withdraw a notice served under paragraph (2) at any time and if it does so any unspent CIL receipts recovered under paragraph (4) or (5) in accordance with the withdrawn notice must be returned to the local council.

(8) A charging authority and a local council may at any time vary the terms of a notice served under paragraph (2) by agreement.

(9) Part 9 (enforcement) does not apply in relation to this regulation.

(10) CIL receipts recovered under this regulation must be used by the charging authority to support the development of the area of the local council they are recovered from by funding—

- (a) the provision, improvement, replacement, operation or maintenance of infrastructure; or
- (b) anything else that is concerned with addressing the demands that development places on an area.

#### **Use of CIL in an area to which regulations 59A and 59B do not apply**

**59F.** (1) This regulation applies where all or part of a chargeable development is in an area in relation to which regulations 59A and 59B do not apply.

(2) This regulation applies to those CIL receipts that would have been passed to a local council under regulations 59A and 59B had that part of the chargeable development been within the area of a local council.

(3) The charging authority may use the CIL to which this regulation applies, or cause it to be used, to support the development of the relevant area by funding—

- (a) the provision, improvement, replacement, operation or maintenance of infrastructure; or
- (b) anything else that is concerned with addressing the demands that development places on an area.

(4) In paragraph (3), “relevant area” means that part of the charging authority’s area that is not with the area of a local council.”

#### **Reimbursement of expenditure incurred and repayment of loans**

**60.** (1) A charging authority may apply CIL to reimburse expenditure already incurred on infrastructure.

(2) Where a charging authority, other than the Mayor, has borrowed money for the purposes of funding infrastructure, it may apply CIL to repay that money, and any interest, if the conditions set out in paragraphs (4) and (5) are both met.

(3) Where the Greater London Authority or a functional body has borrowed money for the purposes of funding infrastructure consisting of roads or other transport facilities, the Mayor may apply CIL to repay that money, and any interest, if the conditions set out in paragraphs (4) and (5) are both met.

(4) Condition 1 is that the charging authority has collected CIL, or CIL has been collected on its behalf, for at least one full financial year before the date on which

CIL is to be applied to repay the money.

(5) Condition 2 is that the total amount to be applied in any one financial year does not exceed the relevant percentage of CIL collected by or on behalf of the charging authority in the preceding financial year.

(6) For the purposes of paragraph (5), the relevant percentage is such percentage as the Secretary of State may direct or, in the absence of a direction, zero per cent.

(7) A direction under paragraph (6)—

(a) must be made in respect of authorities generally;

(b) must be in writing;

(c) may be substituted or revoked at any time, any substitution or revocation being made by a further direction in writing.

(8) In this regulation “functional body” means—

(a) Transport for London; or

(b) the London Development Agency.

### **Administrative expenses**

**61.** (1) A charging authority may apply CIL to administrative expenses incurred by it in connection with CIL.

(2) A collecting authority which collects CIL on behalf of a charging authority may apply that CIL to administrative expenses incurred by it in connection with that collection.

(3) In relation to a charging authority which collects CIL charged by it—

(a) in years one to three, the total amount of CIL that may be applied to administrative expenses incurred during those three years, and any expenses incurred before the charging schedule was published, shall not exceed five per cent of CIL collected over the period of years one to three;

(b) in year four, and each subsequent year, the total amount of CIL that may be applied to administrative expenses incurred during that year shall not exceed five per cent of CIL collected in that year.

(4) In relation to a collecting authority which collects CIL on behalf of a charging authority—

(a) in years one to three the total amount of CIL that may be applied to administrative expenses incurred in connection with that collection during those three years, and any expenses incurred before the charging schedule was published, shall not exceed four per cent of CIL collected on behalf of the charging authority over the period of years one to three;

(b) in year four, and each subsequent year, the total amount of CIL that may be applied to administrative expenses incurred in connection with that collection during that year shall not exceed four per cent of CIL collected on behalf of the charging authority in that year.

(5) In relation to a charging authority which does not collect CIL charged by it—

(a) in years one to three the total amount of CIL that may be applied to administrative expenses incurred during those three years, and any expenses incurred before the charging schedule was published, shall not exceed the relevant percentage of CIL collected over the period of years one to three;

(b) in year four, and each subsequent year, the total amount of CIL that may

be applied to administrative expenses incurred during that year shall not exceed the relevant percentage of CIL collected in that year.

(6) In paragraph (5) the relevant percentage is five per cent less any CIL which is applied by the collecting authority pursuant to paragraph (4).

(7) For the purposes of this regulation reference to CIL collected in a year includes the value of acquired land acquired by virtue of a land payment made in that year.

(7A) For the purposes of this regulation reference to CIL collected in a year includes the value of infrastructure provided, or to be provided, by virtue of an infrastructure payment accepted in that year.

(8) In this regulation—

(a) year one begins on the date on which the charging authority's first charging schedule takes effect<sup>9</sup> and ends at the end of the first subsequent full financial year;

(b) years two to four are the consecutive financial years that follow; and

(c) in relation to a collecting authority, the reference to a charging authority in this paragraph is a reference to the charging authority on behalf of whom CIL is collected.

## Reporting

**62.** (1) A charging authority must prepare a report for any financial year ("the reported year") in which:

(a) it collects CIL, or CIL is collected on its behalf; or

(b) an amount of CIL collected by it or by another person on its behalf (whether in the reported year or any other) has not been spent.

(2) Nothing in paragraph (1) requires an authority to prepare a report about CIL which it collects on behalf of another charging authority.

(3) For the purposes of paragraph (1), CIL collected by a charging authority includes land payments made in respect of CIL charged by that authority, and CIL collected by way of a land payment has not been spent if at the end of the reported year—

(a) development within the meaning in TCPA 1990 consistent with a relevant purpose has not commenced on the acquired land; or

(b) the acquired land (in whole or in part) has been used or disposed of for a purpose other than a relevant purpose; and the amount deemed to be CIL by virtue of regulation 73(9) has not been spent.

(3A) For the purposes of paragraph (1), CIL collected by a charging authority includes infrastructure payments made in respect of CIL charged by that authority, and CIL collected by way of an infrastructure payment has not been spent if at the end of the reported year the infrastructure to be provided has not been provided.

(4) The report must include—

(a) the total CIL receipts for the reported year;

(b) the total CIL expenditure for the reported year;

(c) summary details of CIL expenditure during the reported year other than in relation to CIL to which regulation 59E or 59F applied including—

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<sup>9</sup> See section 214 of the Planning Act 2008 and regulation 28.



- (i) the items of infrastructure to which CIL (including land payments) has been applied,
  - (ii) the amount of CIL expenditure on each item,
  - (iii) the amount of CIL applied to repay money borrowed, including any interest, with details of the infrastructure items which that money was used to provide (wholly or in part),
  - (iv) the amount of CIL applied to administrative expenses pursuant to regulation 61, and that amount expressed as a percentage of CIL collected in that year in accordance with that regulation;
- (ca) the amount of CIL passed to—
- (i) any local council under regulation 59A or 59B; and
  - (ii) any person under regulation 59(4);
- (cb) summary details of the receipt and expenditure of CIL to which regulation 59E or 59F applied during the reported year including—
- (i) the total CIL receipts that regulations 59E and 59F applied to;
  - (ii) the items to which the CIL receipts to which regulations 59E and 59F applied have been applied; and
  - (iii) the amount of expenditure on each item;
- (cc) summary details of any notices served in accordance with regulation 59E, including—
- (i) the total value of CIL receipts requested from each local council; and
  - (ii) any funds not yet recovered from each local council at the end of the reported year.
- (d) the total amount of—
- (i) CIL receipts for the reported year retained at the end of the reported year other than those to which regulation 59E or 59F applied;
  - (ii) CIL receipts from previous years retained at the end of the reported year other than those to which regulation 59E or 59F applied;
  - (iii) CIL receipts for the reported year to which regulation 59E or 59F applied retained at the end of the reported year; and
  - (iv) CIL receipts from previous years to which regulation 59E or 59F applied retained at the end of the reported year ”; and.
- (e) in relation to any infrastructure payments accepted by the charging authority—
- (i) the items of infrastructure to which the infrastructure payments relate,
  - (ii) the amount of CIL to which each item of infrastructure relates.
- (5) The charging authority must publish the report on its website no later than 31st December following the end of the reported year.
- (6) For the purposes of this regulation—
- (a) the value of acquired land is the value stated in the agreement made with the charging authority in respect of that land in accordance with regulation 73(6)(d);

(b) the value of a part of acquired land must be determined by applying the formula in regulation 73(10) as if references to N were references to the area of the part of the acquired land whose value is being determined.

### **Reporting by local councils**

- 62A.** (1) A local council must prepare a report for any financial year (“the reported year”) in which it receives CIL receipts.
- (2) The report must include—
- (a) the total CIL receipts for the reported year;
  - (b) the total CIL expenditure for the reported year;
  - (c) summary of CIL expenditure during the reported year including—
    - (i) the items to which CIL has been applied; and
    - (ii) the amount of CIL expenditure on each item; and
  - (d) details of any notices received in accordance with regulation 59E, including—
    - (i) the total value of CIL receipts subject to notices served in accordance with regulation 59E during the reported year;
    - (ii) the total value of CIL receipts subject to a notice served in accordance with regulation 59E in any year that has not been paid to the relevant charging authority by the end of the reported year.
  - (e) the total amount of—
    - (i) CIL receipts for the reported year retained at the end of the reported year; and
    - (ii) CIL receipts from previous years retained at the end of the reported year.
- (3) The local council must—
- (a) publish the report—
    - (i) on its website;
    - (ii) on the website of the charging authority for the area if the local council does not have a website; or
    - (iii) within its area as it considers appropriate if neither the local council nor the charging authority have a website, or the charging authority refuses to put the report on its website in accordance with paragraph (ii); and
  - (b) send a copy of the report to the charging authority from which it received CIL receipts, no later than 31st December following the reported year, unless the report is, or is to be, published on the charging authority’s website.”

**Southend-on-Sea Borough Council**

**Agenda  
Item No.**

**Report of Corporate Director for Place**

**to  
Cabinet**

**(in its capacity as sole Trustee for the  
Beecroft Art Gallery Trust)**

**on**

**28<sup>th</sup> June 2016**

Report prepared by: Sharon Wheeler, Strategy and  
Development Manager: Culture

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**Former Beecroft Art Gallery Building – Artist Studios Feasibility Study**

**Relevant Scrutiny Committee(s)  
Executive Councillor: Councillor Ann Holland  
Part 1 (Public Agenda Item)**

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**1. Purpose of Report**

- 1.1 To provide the Beecroft Art Gallery Trustees with an update on the outcome of the feasibility study for using the Station Road, Westcliff building for artist studios and seek approval for further work to be undertaken.

**2. Recommendations**

- 2.1 **That Beecroft Art Gallery Trustees acknowledge the potential for a viable business case to support the creation and management of artist studios within the former gallery building.**
- 2.2 **That Beecroft Art Gallery Trustees agree to the preparation of a formal bid to Arts Council England's Capital Grant funds and other external funding sources to undertake the works.**
- 2.3 **That Trustees acknowledge the cost of producing a good quality bid for submission would be approximately £20k. The Trust does not have the financial resources to fund this and would require this one-off sum to be met as a contribution from the Council's contingency. This amount would need to be reimbursed in full by the Beecroft Art Gallery Trust and would initially be a direct cost to the Council.**

**3. Background**

- 3.1 The former Beecroft Gallery building, Station Road, Westcliff-on-Sea has been suffering from major structural issues for some time; consequently the building was closed in September 2013 and the Beecroft Art Gallery relocated to the former Library building in Victoria Avenue, August 2014.

- 3.2 Council officers investigated options for the future of the building on behalf of the trust and presented their recommendations in December 2015.
- 3.3 At Full Council 10<sup>th</sup> December 2015, in their capacity as sole trustee for the Beecroft Art Gallery Trust, Members agreed the following recommendations:-
- “That the Council acting as Trustees give permission for officers of the Council to investigate the viability of using the former Gallery Building as artist studios. (This option would further the objects of the Trust and merits further investigation to determine if it would be financially viable and therefore in the best interests of the Trust).
  - That, if the feasibility study finds that the conversion of the building into artist studios will not be viable the Trustees should proceed with one of the identified options for disposal (As set out in section 5.1.1 of the submitted report).”
- 3.4 It was acknowledged that the cost of undertaking the feasibility study would cost the Trust in the region of £25,000 and that the Trust would need the financial support of the Council, with the money being repaid at a future date once the Trust had sufficient funds to do so.
- 3.5 At the same time as the Trust has been considering the potential use of the former gallery building for Artist Studios, the Council, via Focal Point Gallery were considering creating affordable artist studios in Southend and wanted to determine the feasibility of doing so.
- 3.6 As a result of the synergies in both projects, a joint brief was developed for the project with a funding contribution of £10,000 from Arts Council England and £15,000 from the Beecroft Art Trust. **(See Appendix 1)**
- 3.7 Following a competitive process, Architects Manalo & White in partnership with Acme Studios were appointed in April 2016 to undertake the feasibility study to determine detailed analysis to meet the requirements of both parties, namely:
- Feasibility for Artist studios in the borough as a general business model
  - Feasibility of renovating and using the former Beecroft gallery as an appropriate location for the business model identified.

#### **4. Feasibility Study Findings**

- 4.1 The feasibility study sought to test out whether assertions made nationally regarding the demand for affordable Artist / Studio space, particularly in light of pressure for such space in London, are applicable to Southend-on-Sea. Subsequently, Demand Modelling has been a key component of the research undertaken as part of this study.
- 4.2 A Demand Survey was conducted in April / May 2016. This was accessed by a total of 157 respondents. The key findings from this survey are:
- 112 respondents said that they would consider a studio in Southend-on-Sea.

- 61 artists are interested in the former Beecroft Gallery building specifically.
- At a planned 23 units within the former Beecroft building, at a 1:3 ratio of units to specific demand, this confirms that there is sufficient demand for artists' studios.
- Most of the artists (about 100 of 112 total replies) responding to the survey currently live in London, therefore demand from this group would be dependent on artists moving from the city to Essex. Equally, respondents were aware that transport connections to and from London are very good but expressed concerns about travel costs. These could therefore present a barrier to realising this demand.
- 20 of the responding artists already have studios in Essex and would move studios if they were the right size and price for them. In addition, a portion of the people that submitted the survey would consider moving and living in Southend-on-Sea permanently.
- Artists already based in Essex are happy to drive to up to 50 minutes to get to their studios.
- Responding artists also confirmed that they perceived there to be a thriving art scene in the Southend-on-Sea. This added to the area's 'undiscovered beauty' – as described by one of the artists and makes Southend-on-Sea an appealing area for creative practitioners.

4.3 **Studio Sizes** - the plan for the former Beecroft Gallery building proposes 23 units with the following spaces/rents (per month) in the ranges below:

0 – 100sq ft	100 - 200sq ft	200 – 300sq ft	300 – 400sq ft	400 – 500sq ft	500+sq ft
3	4	7	5	2	2
£0-70	£70 - £141	£141-£212	£212 - £283	£283 - £354	£354+

4.4 The study shows that the most desirable studio size is 200-300 sq. ft. Followed by 300-400 sq. ft. and 400-500 sq. ft. The plan could fulfil these needs by offering 7 studios within the first range, 5 in the second and 2 in the last. The proposal offers 7 smaller units, which based on the demand study will be ideal for artists looking for smaller spaces. The building would offer a range of studios that will fit the needs of a wide range of artists both in terms of practice and affordability.

4.5 **Rent levels** – The all-inclusive rent level (£8.50 per sq. ft.) modelled within the feasibility study is in line with artists' needs in terms of affordability. The majority of responding artists would like to pay £100-£200 per month, followed by under £100 per month and finally £200-£300 per month.

4.6 The proposed design will meet all these needs by offering 7 studios in the region of £100-£200 per month, 7 studios in the region of £0- £150 per month and 5 studios in the region of £200-£300 per month. This leaves 4 studios for over £300 per month, however, from the demand feedback it has been determined that there are artists in Essex looking for 450+sq ft. studios that would be happy to pay rents of £300+ per month if the conditions (i.e. design and specifications) are right for them.

4.7 Feedback via the survey endorsed the fact that artists want to have their own spaces. The ability to create self-contained studios within the former Beecroft

building is an optimum feature of the proposed development and should help to ensure that demand for space within the building is high.

4.8 The survey also provided valuable information on the rankings artists applied to studio features from most important to least important as follows:

- Affordable rent
- Access for large objects
- High ceilings
- Wi-Fi
- Natural light.

## **5. Reasons for Recommendation**

5.1 The former Beecroft Art Gallery building has been unoccupied since November 2013 with the Beecroft Art Gallery Trust considering the options for the future use of the building for some time. These options have included disposal, which was a prominent feature of a public consultation exercise undertaken during 2015. Through this consultation the concept of converting the building into artist studio space arose.

5.2 The feasibility study suggests that there is a business model that could be applied to the former Beecroft Gallery building and that there is sufficient potential demand both locally and from artists living in and around the London area.

5.3 Building a thriving creative economy is critical; the creation of artist studios at the former Beecroft Art Gallery has the potential to make a significant contribution to the local economy of the borough; at a basic level 23 new artists' studios will bring 23 new sole traders to the area.

5.4 The demand study has also identified a need for studios for graduates. The creation of these studios could make a significant contribution to retaining creative talent and skills in Southend-on-Sea. The retention of artists who might otherwise move to another area has two potential impacts – (a) the further development of Southend-on-Sea's art scene and attractiveness as a destination; (b) the further development of the local creative economy via the part-time and/or freelance skills that artists tend to supply the local economy in order to support themselves.

5.5 Working with similar individuals/organisations and sharing knowledge is really valuable for artists in maintaining and developing their practises. Working within a supportive community will remove some of the risks arising from business isolation and enhance wider awareness of this new local resource and expertise.

5.6 The artist studios will create a platform from which artists can pursue sustainable long-term careers, adding to overall employment and role modelling secure self-employment for the wider community.

5.7 The creation of the studios would contribute to culture-led 'place making' by contributing to the development of the area. The studios will contribute to

creating an image of a community that is vibrant, creative, innovative and exciting to live, work, visit and invest in. A thriving local creative economy has a direct positive impact on generating employment and business growth in all economic sectors.

- 5.8 Given the findings from the feasibility study, it would seem logical that the next steps for the Beecroft Gallery Art Trust to consider would be the development and a submission for capital funding to take the project further.

## 6. Implications for the Beecroft Gallery Art Trust

### 6.1 Financial Implications

- 6.1.1 **Appendix 3** provides indicative costs for conversion of the former Beecroft Gallery building to artist studios. In summary the Project / Development Costs are estimated at c£800,000 (including consultant's fees, 5% Development Contingency and VAT). Please note, this is a mean value. The Cost Consultant has estimated a lower level cost of £680K and an upper level cost of £910K subject to unknowns and variables such as design, site abnormalities, etc.

- 6.1.2 The Beecroft Gallery Art Trust does not have the resources to fund the costs of the renovation and would need to seek external funding for the project. The potential sources for capital funding are:

Source	Amount	Deadline	More info
Capital: Large Grants (Arts Council England)	£500,000 minimum	Opening 14 July 2016 for projects to run in 2017 – not clear when this closes	<a href="http://www.artscouncil.org.uk/capital-large-grants">http://www.artscouncil.org.uk/capital-large-grants</a>
Capital: Small Grants (Arts Council England)	Between £100,000 and £499,999	Opening on 12 January 2017	<a href="http://www.artscouncil.org.uk/capital-small-grants">http://www.artscouncil.org.uk/capital-small-grants</a>
Heritage Grants (HLF)	Over £100,000 and up to £2m	Deadlines: 5 September 2016 for a decision in December 2016	<a href="https://www.hlf.org.uk/looking-funding/our-rant-programmes/heritage-grants">https://www.hlf.org.uk/looking-funding/our-rant-programmes/heritage-grants</a>

- 6.1.3 Match funding requirements would need to be taken into consideration – Arts Council England (ACE) guidance implies that 15% match funding is required for Small Capital Grants and 30% for Large Capital Grants.

- 6.1.4 Arts Council England list other potential sources of funding that they would accept as match funding as:

- European Structural & Investment Funds
- Funding from public organisations such as Local Authorities or Universities
- Grants from other lottery distributors
- Donations of land, equipment or materials subject to suitable valuations
- Grants from trusts and foundations
- Public appeals and fundraising events
- A contribution from the organisation
- In-kind support

6.1.5 The HLF would also request a funding contribution towards the project. This can be made up of cash, volunteer time, non-cash contributions, or a combination of all of these. Some of the partnership funding must also be from the own organisation's resources. For grant requests below £1million, there is a minimum 5% of the costs of the development phase and 5% of the costs of your delivery phase. For requests in excess of £1million this rise to 10%.

6.1.6 The Beecroft Art Gallery Trust will incur costs in order to develop and submit good quality funding applications. The cost of producing a bid for submission would be approximately £20k and would initially be a direct cost to the Council.

6.1.7 Currently there is no budget separately identified for this bid and if Trustees were to proceed with the proposal then a one-off sum of £20k would need to be met as a contribution from the Council's contingency, which would need to be reimbursed in full by the Beecroft Art Gallery Trust.

6.1.8 If the proposal proceeds and before any work on the bid commences, a signed agreement will need to be in place between the Council and the Trust to cover the above funding arrangement. If the funding bids are not successful, the Trust will look to dispose of the building and will be able to reimburse the Council for this work.

## 6.2 *Legal Implications*

6.2.1 Whilst considering the recommendations of this report, it is worth noting that the trustees (The Council) are legally bound by the requirements of the Charity Act 2011.

- As sole Trustee, the Council is duty bound to ensure that the maximum value is received from the use or disposal of any asset held by the Trust.
- Any proceeds of sale will be a permanent endowment which means that the income received from the proceeds of sale (e.g. through investment) will be available to further the objects of the Charity.
- If any of the capital is to be expended rather than just the income, it would additionally be necessary to establish to the total satisfaction of the Charity Commission that this would be expedient in the interests of the Charity.



6.2.2 The conversion into artist studios would see the building used in a way which retained the original vision of Walter Beecroft “for the advancement of Art, Music and Literature”; however, it is likely to be necessary to make an application to the Charities Commission to alter the stated objects of the Charity as stated within the charity scheme (**Appendix 4**).

## 6.2 People Implications

6.2.3 The feasibility study suggests a range of governance options for the operation and management of the artist studio space. One solution would be for the Trust to work in partnership with Focal Point Gallery and for them to provide the day to day management of the project. The development of the funding application would investigate the governance arrangements in more detail and report back to the Trustees for a final decision. It should be noted that any future governance arrangements are likely to have a financial impact for the Trust.

## 6.3 Property Implications

6.3.1 This report directly addresses the property implications for the former Gallery Building and provides a proposition as to how the building could be renovated and reconfigured as Artist Studios, bringing the property back into use.

6.3.2 The Gallery Building is situated within a conservation area and consideration would need to be given to this in the plans for renovation. It is also likely that the Trust would need to apply for change of use for the building to be used as Artist Studio space. The change-of-use planning application would need to be made prior to the submission for grant funding.

## 6.4 Consultation

6.4.1 The findings from the feasibility study have been drawn from the consultation carried out during April / May 2016, which had 112 respondents. The outcome from the consultation has been used to inform the recommendations.

## 6.5 Risk Assessment

6.5.1 The main risks associated with this report are:

<b>Risk</b>	<b>Likelihood / Impact (Low / Med /High)</b>	<b>Mitigation</b>
Insufficient funding to complete the project	M / H	External expertise will be sought to develop and submit bids to a range of appropriate funding sources
Proposed demand for artist studios is not realised	L / H	Maintain contact with those respondents from the consultation who expressed a direct interest in the Beecroft Studios
Beecroft Art Gallery Trust does not have the required skills to manage the artist studios	H / H	Work in partnership with Focal Point Gallery for the operational management of the studios.

## 7 Background Papers

7.1 10<sup>th</sup> November 2015 Cabinet Report – Outcome of consultation on the future of the former Beecroft Art Gallery building, Station Road, Westcliff-on-Sea

## 8 Appendices

8.1 Appendix 1 – Feasibility Study Brief

8.2 Appendix 2 – Outline Draft Feasibility Study - Acme Studios

8.3 Appendix 3 – Indicative costs for renovation

### **Focal Point Gallery**

### **Further analysis of the potential for artist studios**

### **In Southend-on-Sea**

Focal Point Gallery (FPG) is considering creating affordable artist studios in Southend and is looking to determine, in greater detail, the feasibility of doing so.

This coincides with work that the Beecroft Art Gallery Trust is undertaking to consider the future of its former gallery building in Westcliff-on-Sea. During a public consultation in 2015, the possibility of converting the site into artist studios was raised. The Trust is subsequently supporting a portion of this feasibility brief to consider whether that would be a viable option.

#### **The key aims for the studio project:**

- Generate additional income for Focal Point Gallery*
- Provide affordable artist workspaces to retain local talent and attract talent from London*
- Strengthen Southend-on-Sea's cultural offer*

An Executive Briefing has been approved by the relevant scrutiny committee within Southend Borough Council and the project has been discussed with the organisation's other key funder, The Arts Council England. Both parties are keen for further analysis on the following options and their potential to meet the aims above:

#### **Phase 1:**

*A business feasibility study on Focal Point Gallery artist studios [generic]*

#### **Phase 2:**

*The feasibility of renovating the former Beecroft art gallery into artist studios [specific]*

#### **Scope**

The gallery is now seeking a more detailed analysis of the options to determine;

#### **Phase 1: Business feasibility**

- Needs and use analysis
- Consider possible organisational and financial models- (i.e. establishing a trust/ charity/ setting up a company)
- Determine possible business models to generate income for the organisation via studios. Consider the compatibility of these against FPG's business model (2015).

-Demonstrate the probable economic impact on the gallery, the artistic community and Southend.

## **Phase 2: Renovating the former Beecroft gallery**

The former Beecroft Art Gallery Building, based in Westcliff-on-Sea, was originally an Edwardian hotel. It was opened as a gallery in 1953, after being bought by a local solicitor, Walter Beecroft, and became the key component of the Beecroft bequest, which also cared for a permanent collection of around 2,000 art works, including pieces by Constable and Rossetti.

The building is managed by The Beecroft Art Trust with the aim of promoting 'the study of art, music and literature.' It has been empty since 2013 and the trust is now considering its future.

*The following is sought:*

- Survey of site
- Determine a schedule of facilities required
- Project brief (including plans and elevations) and schedule/possible timeline of works
- Contextual research (i.e. Site history which may affect the project into planning legislation and planning restrictions)
- Costing analysis (including ongoing costs, such as rates, maintenance, lease)
- Application of the aforementioned business model analysis to the building.

## **Background**

**-Focal Point Gallery** is South Essex's gallery for contemporary visual art. It is part-funded by Southend Borough Council and Arts Council England, which recognises it as a National Portfolio Organisation. A celebrated asset, the not-for-profit organisation, plays a crucial role in the cultural offer of South Essex and engages with diverse audiences- locally, nationally and internationally

Having moved to a new location in the heart of the town and within an educational hub, FPG is keen to strengthen the area's cultural offer and boost its own financial resilience, by opening a complex of artist studios nearby.

A preliminary stage of research has been undertaken, including a number of site visits. In terms of anticipated demand: there are currently around 13 artists' studio blocks within Essex, with maximum capacity for a total 195-200 artists (this is an estimate, as some studios may be shared or currently unavailable). In South Essex, there are currently only 3 studios blocks – TAP, Studio 19 and Hadleigh Old Fire Station. All 3 are full and have long waiting lists.

Demand from London has also been considered. A recent Greater London Authority study “Creating Artists’ Workspace” to confront the 'current crisis of workspace provision' which is estimated to leave 3,500 London-based artists losing their places of work in the next five years, primarily due to rising property prices and (ironically) the success artist communities have had in regenerated areas such as Hackney.

This initial research also revealed that the option of renting a commercial space for the project, while still financially viable, did not offer the long-term security felt necessary to justify the input of resources.

As a gallery building, the former **Beecroft Art Gallery Building**, established a firm position within the tourist economy of Southend featuring, for example, in the Southend Museums Historic Seaside Walk. It’s location on the seafront became a cultural hub in its own right, with the Cliffs Pavilion theatre opening directly opposite in 1964; a pairing of two cultural attractions which naturally attracted small businesses.

Today, the gallery has been moved to the former library in the town centre and the building has been left vacant. A public consultation to consider the future of the building was held in 2015: for more information on this and the pre-existing reports on the building’s condition, contact via the details below.

### **Expression of interest**

A sum of up to £25,000 [plus VAT] has been awarded to cover the project fee. This includes the research, data collection, meetings, travel and other materials required. Proposals should outline the days and rates planned.

Research is expected to be completed by April 2016.

If you are interested in completing this piece of work, please provide the following information in your proposal:

- Details of your organisation’s experience in delivering this type of research
- A proposed methodology for research and a breakdown of the budget required.
- Sources of information you are likely to use

Details of two references should be supplied.

Proposals should be emailed to [riahpryor@southend.gov.uk](mailto:riahpryor@southend.gov.uk), by 10 March 2016.

*All respondents will be contacted a week after the deadline, with details of the decision.*

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**Disclaimer: All advice below is given on the basis of the information and assumptions provided by Manolo and White to Acme. In order to reach a final recommendation, these assumptions would need to be tested against the final project plan and the resulting recommendation should, where relevant, be subject to legal review and advice from a tax expert.**

## 1. DEMAND IDENTIFICATION

### 1A. Results of Demand survey

#### Location

- A total of 157 respondents replied to the survey.
- 112 of these said that they would consider a studio in Southend-on-Sea.
- 61 artists are interested in the former Beecroft Gallery building specifically.
- At a planned 23 units, at a 1:3 ratio of units to specific demand, this confirms that there is sufficient demand for artists' studios.

It is important to note that most of the artists (about 100 of 112 total replies) that responded to the survey live in London so the demand is dependent on artists moving from the city to Essex. Equally, respondents were aware that transport connections to and from London are very good but expressed concerns about travel costs. These could therefore present a barrier to realising this demand.

- 20 of the responding artists already have studios in Essex and would move studios if they were the right size and price for them.
- A portion of the people that submitted the survey would consider moving and living in Southend-on-Sea permanently.
- Artists already based in Essex are happy to drive to up to 50 minutes to get to their studios.
- Responding artists also confirmed that they perceived there to already be a thriving art scene in the Southend-on-Sea. This added to the area's 'undiscovered beauty' – as described by one of the artists and makes Southend-on-Sea an appealing area for creative practitioners.

## **Studio Sizes**

The plan for the former Beecroft Gallery building proposes spaces/rents (per month) in the ranges below:

0-100 sq ft	100-200 sq ft	200-300 sq ft	300-400 sq ft	400-500 sq ft	500+
3	4	7	5	2	2
£0-£70	£70-£141	£141-£212	£212-£283	£283-£354	£354+

The study shows that the most desirable studio size is 200-300 sq ft. Followed by 300-400 sq ft and 400-500 sq ft. The plan seems to fulfill these needs by offering 7 studios within the first range, 5 in the second and 2 in the last. The proposal offers 7 smaller units, which based on the demand study will be ideal for artists looking for smaller spaces. The building seems to offer a range of studios that will fit the needs of a wide range of artists both in terms of practice and affordability. This is a very positive aspect of the proposal.

## **Rent levels**

The rent level (£8.50 per sq ft) seems to fit artists' needs in terms of affordability. The majority of responding artists would like to pay £100-£200 per month, followed by under £100 per month and finally £200-£300 per month. The proposed design will meet all these needs by offering 7 studios for £100-£200 per month, 7 studios for £0-£150 per month and 5 studios for £200-£300 per month. This leaves 4 studios for over £300 per month, however, from the demand feedback we can determine that there are artists in Essex looking for 450+sq ft studios that would be happy to pay rents of £300+ if the conditions (i.e. design and specifications) are right for them. Please note that artists will expect these rents to be all-inclusive.

All the studios in the proposal are self-contained. From feedback we can endorse that artists want to have their own spaces so this is an optimum feature. Additionally, and based on the data gathered through the survey, artists' ranking of most important studio features are (from most important to least important): affordable rent, access for large objects, high ceilings, wifi and natural light.

## **Practice**

The majority of the artists that submitted the survey described their practice as Fine Art (81 artists). 18 artists specifically described their practice as sculpture and others described their practice as glass work, printing, textiles, jewelry, photography and filmmaking. 3 graphic designers and an architect also completed the survey.

This data demonstrates the wide range of practices that could occupy the building but please note that each of these practices might require specific features, i.e. access, electricity, water supply, desk space etc.



For full data survey report see **Appendix 1**.

## **1B. Demand Research**

For the demand research we identified 19 relevant organisations in the catchment area (see table as **Appendix 2**). We contacted 16 of these and talked to 9 of them in detail.

Following these conversations with studio providers, independent artists and Higher Education Institutions we concluded that:

- The type of studio rented varies greatly from provider to provider but there is a clear demand for self-contained studios. At present there are a lot of shared spaces and artists seem to want to move to having their own space.
- Artists in the catchment area are happy to drive up to 40-50 minutes to their studio if necessary. Location choice is driven by quality/price of the studio.
- Transport is really important as people might commute to Southend-on-Sea from London. Cost of transport needs to be considered.
- Artists would be happy to move to Southend-on-Sea if the design, quality and price of studios were right for them.
- Artists want to be in a studio building that offers a sense of community.
- Artists want to be in a studio building that offers certain facilities they can benefit from, e.g. printing, kilns, etc.
- Studio providers and artists suggested that there is a clear demand for studios and they receive one to two enquiries about renting a studio a month.
- ACAVA is a key provider in the catchment area as they are the **only** identified organisation with a waiting list.
- Southend-on-Sea is a desirable area for studios and has a thriving art scene and good community engagement.
- We have identified a need for studios for students from South Essex College. Mother Studios provides spaces to 18 students at present.

For detailed notes on conversations see **Appendix 3**.

## **2. FINANCIAL MODEL**

### **Rent Levels**

Our recommended rent level is £8.50 (all inclusive) based on the demand research and a comparative study of rents in the area - see below:

- Office space at commercial rate in Southend-on-Sea: £30 sq ft including all services. Source: InstantOffices
- Light industrial space at commercial rate in Southend-on-Sea: £14. Source: Sorrell
- Light industrial space at commercial rate with change of use in Southend-on-Sea: £17. Source: Sorrell
- Managed artists' studios: £6-£9
- Artist-managed artists' studios: £5 + service charge

### **Tenancies**

We would recommend using business tenancies which are opted out of the Landlord and Tenant Act 1954. These allow artists to occupy for 7 years without granting security of tenure.

### **Management**

Depending upon the legal or constitutional framework chosen for the studios, their management would need to be carried out in-house or by a 3<sup>rd</sup> party organisation such as a studio provider. The management tasks would include:

- maintaining a waiting list;
- allocating studios as they become free liaising with possible artist-tenants and, potentially, supporting a selection process
- rent collection;
- accounting;
- supporting any governance structure;
- maintaining the building by organising emergency, short and long term maintenance works.

The work could be carried out most efficiently by an organisation already doing this elsewhere especially if they were local and already maintained a list of artists looking for space. If this work were to be carried out by a dedicated member of staff we would estimate this would take approx. 2.5 days per week.

### **Business Rates**

The estimate for the rateable value is based on an unadjusted rate of £120psm which is similar to other buildings in the area. This is then adjusted down by 20% per floor (above or below ground level) due to there being no lift access.

If the units were rated separately then most of the artists would be able to claim small business rate relief. If the building were to be rated as one hereditament it may be possible to claim mandatory rate relief if the organisation is a charity and can demonstrate the building is providing public benefit.

### **Financial Scenario 1 - peppercorn rent**

This model shows the building being rented from the owner on a peppercorn and the space then being rented to artists at £8.50 psf. After paying the direct studio running costs and the cost of a part-time member of staff to manage the building there would be a surplus of £12k in the first year rising to £20k by year 5.

**Figure 1**  
**Former Beecroft Gallery - Artist Studios**  
**Scenario One - Peppercorn Rent**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	
<b>INCOME</b>																					
Rent income	43,762	48,910	52,394	52,394	56,126	56,126	60,123	60,123	64,405	64,405	68,993	68,993	73,907	73,907	79,171	79,171	84,810	84,810	90,850	90,850	
<b>Total Income</b>	<b>43,762</b>	<b>48,910</b>	<b>52,394</b>	<b>52,394</b>	<b>56,126</b>	<b>56,126</b>	<b>60,123</b>	<b>60,123</b>	<b>64,405</b>	<b>64,405</b>	<b>68,993</b>	<b>68,993</b>	<b>73,907</b>	<b>73,907</b>	<b>79,171</b>	<b>79,171</b>	<b>84,810</b>	<b>84,810</b>	<b>90,850</b>	<b>90,850</b>	
<b>EXPENDITURE</b>																					
Rent	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Direct Studio Costs	17,758	18,394	19,068	19,769	20,499	21,260	22,051	22,875	23,734	24,628	25,559	26,530	27,541	28,594	29,692	30,837	32,030	33,273	34,570	35,922	
Management	14,225	14,510	14,800	15,096	15,398	15,706	16,020	16,340	16,667	17,000	17,340	17,687	18,041	18,402	18,770	19,145	19,528	19,918	20,317	20,723	
<b>Total expenditure</b>	<b>31,983</b>	<b>32,903</b>	<b>33,867</b>	<b>34,865</b>	<b>35,897</b>	<b>36,965</b>	<b>38,071</b>	<b>39,215</b>	<b>40,401</b>	<b>41,628</b>	<b>42,899</b>	<b>44,217</b>	<b>45,581</b>	<b>46,996</b>	<b>48,462</b>	<b>49,982</b>	<b>51,558</b>	<b>53,192</b>	<b>54,887</b>	<b>56,645</b>	
<b>Net surplus/(deficit)</b>	<b>11,778</b>	<b>16,007</b>	<b>18,527</b>	<b>17,529</b>	<b>20,229</b>	<b>19,161</b>	<b>22,052</b>	<b>20,908</b>	<b>24,005</b>	<b>22,777</b>	<b>26,093</b>	<b>24,776</b>	<b>28,325</b>	<b>26,911</b>	<b>30,709</b>	<b>29,189</b>	<b>33,252</b>	<b>31,618</b>	<b>35,963</b>	<b>34,205</b>	

**Assumptions**

**INCOME**

VAT	No VAT charged or reclaimed
Rent	£8.50 psf increased every 2 years by 3.5%
	Rent is fully inclusive (includes business rates, electricity, services, cleaning etc)
Electricity	no sub-metering therefore usage cannot be recharged.
Lettable Area	6,057 sq ft
Voids	Assume 15% voids in year one 5% thereafter

**Sq Footage**

Basement	796
Ground Floor	2,023
First Floor	1,904
Second Floor	1,334
<b>Total</b>	<b>6,057</b>

**EXPENDITURE**

VAT	No VAT charged or reclaimed
Rent Paid	Assume rent is a peppercorn
Increases	Increases based on historical increases of relevant indexes
<b>Direct Studio costs</b>	includes: business rates, electricity, cleaning, maintenance, Wifi, insurance excludes: sinking fund, major repair works assumes there is no lift Business Rates: Assume studio are individually rated and FPG to pay on behalf of artists assumes discounts through Small Bus relief claimed where possible
<b>Management</b>	staff time for allocations, accounting, rent collection, building management

**Rateable Value**

Based on unadjusted rate £120psm as per B1 in same postcode.  
20% reduction per floor due to lack of lift.

Basement	7,102
Ground Floor	22,561
First Floor	16,987
Second Floor	8,926
<b>Total</b>	<b>55,577</b>

## Financial Scenario 2 - Owner to charge commercial rent of £4psf

The scenario below shows the effect of the rent paid to the owner increasing to a 'commercial rent' of £4psf:

### Scenario Two - Commercial Rent

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
<b>INCOME</b>						
Rent income	43,682	48,821	52,299	52,299	56,024	56,024
<b>Total Income</b>	<b>43,682</b>	<b>48,821</b>	<b>52,299</b>	<b>52,299</b>	<b>56,024</b>	<b>56,024</b>
<b>EXPENDITURE</b>						
Rent	24,184	24,184	24,184	24,184	24,184	28,036
Direct Studio Costs	17,749	18,385	19,058	19,760	20,490	21,250
Management	14,225	14,510	14,800	15,096	15,398	15,706
<b>Total expenditure</b>	<b>56,158</b>	<b>57,078</b>	<b>58,042</b>	<b>59,039</b>	<b>60,071</b>	<b>64,991</b>
<b>Net surplus/(deficit)</b>	<b>-12,476</b>	<b>-8,257</b>	<b>-5,743</b>	<b>-6,741</b>	<b>-4,047</b>	<b>-8,967</b>

The deficit in the first year is £12.5K this deficit reduces over the first five years until the 5-yearly rent review at which point it increases again. The maximum rent that could be paid and still achieve a surplus over the first 5 years would be around £2.50 psf.

### Financial Scenario 3 - Outright purchase of building for £650K

The annual cost of servicing a £650K loan (interest and repayment), assuming a 15-year loan fixed at 4.5%, is £60.5K. With studio income around £50K pa the borrowing of £650K would not be sustainable. The level of borrowing that could be funded through the surplus (taken from figure 1) is around £100K

#### Scenario Three - Purchase of Building £650,000 cost 100% Loan

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
<b>INCOME</b>						
Rent income	43,762	48,910	52,394	52,394	56,126	56,126
<b>Total Income</b>	<b>43,762</b>	<b>48,910</b>	<b>52,394</b>	<b>52,394</b>	<b>56,126</b>	<b>56,126</b>
<b>EXPENDITURE</b>						
Interest	29,250	27,843	26,372	24,835	23,229	21,551
Direct Studio Costs	17,758	18,394	19,068	19,769	20,499	21,260
Management	14,225	14,510	14,800	15,096	15,398	15,706
<b>Total expenditure</b>	<b>61,233</b>	<b>60,746</b>	<b>60,239</b>	<b>59,700</b>	<b>59,126</b>	<b>58,516</b>
Capital Repayment	31,274	32,681	34,152	35,689	37,295	38,973
<b>Net surplus/(deficit)</b>	<b>-48,746</b>	<b>-44,517</b>	<b>-41,997</b>	<b>-42,995</b>	<b>-40,295</b>	<b>-41,363</b>

### 3. LEGAL FRAMEWORK

For the purposes of deciding the form of constitutional framework to be adopted by the artist studios, we have assumed the goals are:

- To increase the provision of studios and workspaces for artists practising in Southend-on-Sea
- To set rents at the level of demand, rather than on a subsidised basis
- To generate income sufficient to cover the costs of operating and maintaining the studios
- To pass any surplus income to fund the activities of Focal Point Gallery
- There are no plans to generate or fund further educational or public engagement activities or similar.

Set against these goals, three main factors need to be taken into account in determining the optimal legal and operating model for the studios:

1. **Suitability:** whether the criteria for each type of constitutional framework are suitable for the planned artist studios.
2. **Complexity:** the level of administration required and therefore cost in terms of human resourcing to operate the constitutional framework.
3. **Cost implications:** the impact on the operating costs of the studios

The issues, benefits, risks and recommendation of each option are set out in the table below.

### Comparison of Potential Legal Frameworks for Artist Studios

	Suitable?	Impact for Operating Costs	Structural Requirements	Conclusion
<b>Company Limited by Shares (CLS)</b>	<u>Yes.</u> Unclear whether issuing share capital will provide any advantage	Staff resource will be required to support governance and ensure company administration	<ul style="list-style-type: none"> <li>✓ Board of Directors</li> <li>✓ Shareholders</li> <li>✓ Share capital</li> <li>✓ Memorandum and Articles of Association</li> <li>✓ Regulated by Companies House</li> <li>✓ Limited Liability</li> <li>✓ Unlikely to receive charitable status</li> </ul>	Not recommended
<b>Company Limited by Guarantee (CLG)</b>	<u>Yes.</u> Standard form for artist studios elsewhere	Staff resource will be required to support governance and ensure company administration	<ul style="list-style-type: none"> <li>✓ Board of Directors</li> <li>✓ Memorandum and Articles of Association</li> <li>✓ Members</li> <li>✓ No share capital</li> <li>✓ Regulated by Companies House</li> <li>✓ Limited liability</li> <li>✓ Can seek charitable status</li> </ul>	Recommended
<b>Charitable CLG</b>	<u>No.</u> The simple provision of artists studios to private individuals would not be considered to create public benefit.	<p>Tax and business rate reliefs could reduce operating costs</p> <p>Staff resource will be required to support governance and ensure company administration</p>	<ul style="list-style-type: none"> <li>✓ Board of trustees</li> <li>✓ Memorandum and Articles of Association</li> <li>✓ Members</li> <li>✓ No share capital</li> <li>✓ Regulated by Companies House and Charities Commission</li> <li>✓ Limited liability</li> </ul>	Under current project assumptions, not a feasible option
<b>Charitable Incorporated Organisation (CIO)</b>	<u>No.</u> See above	<p>Staff resource will be required to support governance and ensure company administration</p> <p>Single regulator</p>	<ul style="list-style-type: none"> <li>✓ Board of Trustees</li> <li>✓ Memorandum and Articles of Association</li> <li>✓ Members</li> <li>✓ No share capital</li> <li>✓ Regulated by Charities</li> </ul>	Under current project assumptions, not a feasible option

		– Charities Commission – may reduce administration	<ul style="list-style-type: none"> <li>✓ Commission Limited liability</li> </ul>	
<b>Community Interest Company (either CLS CIC or CLG CIC)</b>	<u>Yes.</u> Making available new artists studios to private individuals on a non profit basis could be considered of community interest	Staff resource will be required to support governance and ensure company administration	<ul style="list-style-type: none"> <li>✓ Board of Directors</li> <li>✓ Memorandum and Articles of Association</li> <li>✓ Members or share capital</li> <li>✓ Regulated by Companies House and CIC Regulator</li> <li>✓ Limited liability</li> <li>✓ Cannot seek charitable status</li> <li>✓ Distributed profit must not be greater than 35% of total profit.</li> </ul>	Feasible, though no clear advantage over CLG
<b>Unincorporated Association</b>	<u>Possible.</u> Depends on whether operational decision making should be made by tenants.	Slight reduction in the resource required to administer the association	<ul style="list-style-type: none"> <li>✓ Constitution</li> <li>✓ Membership</li> <li>✓ Management Committee</li> <li>✓ Membership are personally liable</li> </ul>	Feasible if operating model can be run by the artist-tenants.
<b>Unincorporated Charitable Trust</b>	<u>Possible.</u> The donation of the Beecroft Building to a group of artists could create the basis for a charitable objective to be set.	Slight reduction in the resource required to administer relative to incorporation	<ul style="list-style-type: none"> <li>✓ Trust deed</li> <li>✓ Trustees</li> <li>✓ Trustees are personally liable</li> </ul>	Feasible if a donation (capital or rent) can be made and the operating model can be run by the artist-tenants
<b>Further department of FPG</b>	<u>Yes.</u>	<p>Significant efficiencies in terms of reducing governance support.</p> <p>Financial and administrative efficiencies if can be resourced from within existing FPG and/or Council operations</p>	<ul style="list-style-type: none"> <li>✓ No new structures required</li> </ul>	Feasible



## Conclusion

Three options potentially could provide a suitable autonomous constitutional framework for future Beecroft Artists Studios:

- Company Limited by Guarantee
- Community Interest Company
- Unincorporated Charitable Trust

The choice of which of these forms is most suitable depends on:

- Whether charitable status becomes an option (CLG, UCT) or not (CIC).
- Whether full autonomy is preferred (CLG)

The choice has only limited impact on operating costs – any autonomous entity will require support for its governance structures and limited liability creates requirements in terms of preparing accounts and reports.

A final recommendation can only be developed once purpose and arrangements for management and operation have been decided.

## 4. FUNDING

The identified relevant sources for capital funding are:

Source	Amount	Deadline	More info
Capital: Large Grants (ACE)	£500,000 minimum	Opening on 14 July 2016 and closing in October 2016 for projects to run in 2017	<a href="http://www.artscouncil.org.uk/capital-large-grants">http://www.artscouncil.org.uk/capital-large-grants</a>
Capital: Small Grants (ACE)	Between £100,000 and £499,999	Opening on 12 January 2017	<a href="http://www.artscouncil.org.uk/capital-small-grants">http://www.artscouncil.org.uk/capital-small-grants</a>
Heritage Grans (Heritage Lottery Fund)	Over £100,000 and up to £2 million	Deadlines for South West England: 13 June 2016 for a decision in September 2016 5 September 2016 for a decision in December 2016	<a href="https://www.hlf.org.uk/looking-funding/our-grant-programmes/heritage-grants">https://www.hlf.org.uk/looking-funding/our-grant-programmes/heritage-grants</a>

## 5. GENERIC FINANCIAL MODEL

Using the figures from Figure 1 it is possible to estimate the operating costs, on a square meter basis, for a generic building:

Direct Costs £31 psm

Management costs £25 psm

These rates could be applied to buildings of a similar size but if the building considerably smaller or larger they would become less reliable.

This excludes any sinking fund which would be calculated based on the projected lifespan of the windows, roof, lift etc.

## **6. ECONOMIC IMPACT**

Building a thriving creative economy is critical and the studios at the former Beecroft Art Gallery could contribute to the local economy in a number of ways:

- 23 new artists' studios will bring 23 new sole traders to the area.
- The establishment of a 'creative support system' through the relationship that would be established between Focal Point Gallery and the artists. This should help inform and support each other's activity and allow for the development of talent, skills training, and advancement of the arts is important for the growth of the creative industries more generally.
- This project presents the potential to create wider partnerships with the local authorities, local business and educational authorities to identify areas of growth and development in Southend-on-Sea. In doing so, FPG and the artist studios could play a leading role contributing to accelerate growth in the creative and cultural sector more generally.
- Working with similar individuals/organisations and sharing knowledge is really valuable for artists in maintain and developing their practises. Working within a supportive community will remove some of the risks arising from business isolation and enhance wider awareness of this new local resource and expertise.
- The artist studios will create a platform from which artists can pursue sustainable long-term careers, adding to overall employment and role modelling secure self-employment for the wider community.
- As a new model of art development in a region outside London FPG could learn from the experience of working with the studios and take this knowledge to forge dynamic new partnerships and share innovative practice locally, national and internationally. Networks facilitate sharing of ideas, collaboration and most importantly spark innovation which is key for the development of the creative industries.
- The studios could also contribute to culture-led 'place making' by contributing to the development of the area. The studios will contribute to creating an image of a community that is vibrant, creative, innovative and exciting to live, work, visit and invest in.

- The demand study identified a need for studios for graduates and the studios could make a significant contribution to retaining creative talent and skills in Southend-on-Sea. The retention of artists who might otherwise move to another area has two potential impacts – (a) the further development of Southend-on-Sea’s art scene and attractiveness as a destination; (b) the further development of the local creative economy via the part-time and/or freelance skills that artists tend to supply the local economy in order to support themselves.
- A thriving local creative economy has a direct positive impact on generating employment and business growth in all economic sectors.

## Appendix 1

### **Data summary:**

**Total responses to the survey: 157**

**Answers to the question: Would you consider a studio in Southend-on-Sea?**

Yes: 72% (112 artists)

### **Desirable sizes:**

200-300: 30% (43 artists)

300-400: 25% (37 artists)

400-500: 21% (31 artists)

**Answers to the question: Do you have a studio now?**

Yes: 75% (109 artists)

No: 18% (27 artists)

**Answers to the question: Where is your current studio located?**

Southend-on-Sea 3% (4 artists)

South Essex 5% (6 artists)

Essex 7% (10 artists)

London 58% (83 artists)

**Answers to the question: Where do you live?**

Southend-on-Sea 10% (14 artists)

South Essex 4% (4 artists)

Essex 8.5% (12 artists)

London 70% (101 artists)

**Answers to the question: What is your practice?**

Fine Art	Sculpture	Graphic	Design
65% (91)	15% (20)	3% (3)	20% (27)

**Answers to the questions: How much would you consider paying per month for a studio in Southend-on-Sea?**

Under 100%	100-200	200-300	300-400	400+
30% (19)	40% (26)	17% (11)	10% (7)	3% (2)

**Answers to question: Would you be interested in a space at the former Beecroft Gallery?**

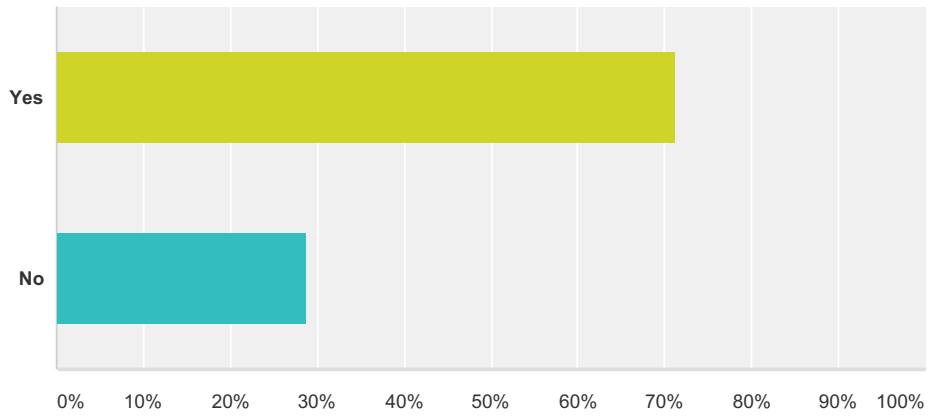
Yes 71% (61 artists)

**Ranking of most important – from most important to least important- studio features for artists:**

- Affordable rent
- Access for large objects
- High ceilings
- Wifi
- Natural light

### Q1 Would you consider a studio in Southend-on-Sea?

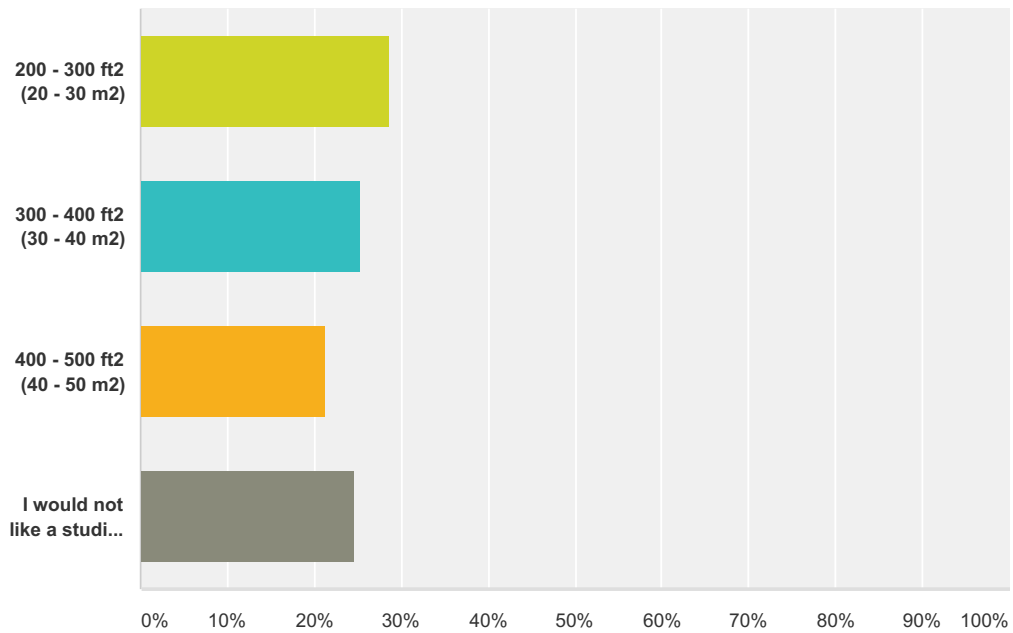
Answered: 160 Skipped: 0



Answer Choices	Responses
Yes	71.25% 114
No	28.75% 46
<b>Total</b>	<b>160</b>

### Q2 If yes, what size studio would you like?

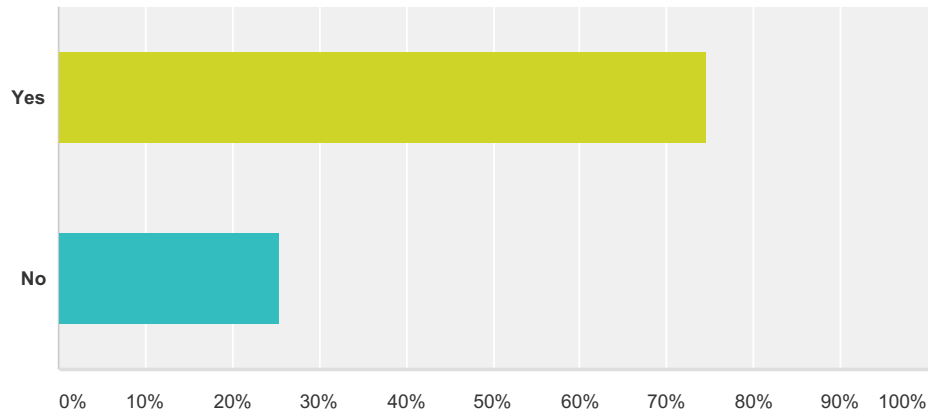
Answered: 150 Skipped: 10



Answer Choices	Responses
200 - 300 ft <sup>2</sup> (20 - 30 m <sup>2</sup> )	28.67% 43
300 - 400 ft <sup>2</sup> (30 - 40 m <sup>2</sup> )	25.33% 38
400 - 500 ft <sup>2</sup> (40 - 50 m <sup>2</sup> )	21.33% 32
I would not like a studio in Southend-on-Sea	24.67% 37
<b>Total</b>	<b>150</b>

### Q3 Do you have a studio now?

Answered: 149 Skipped: 11

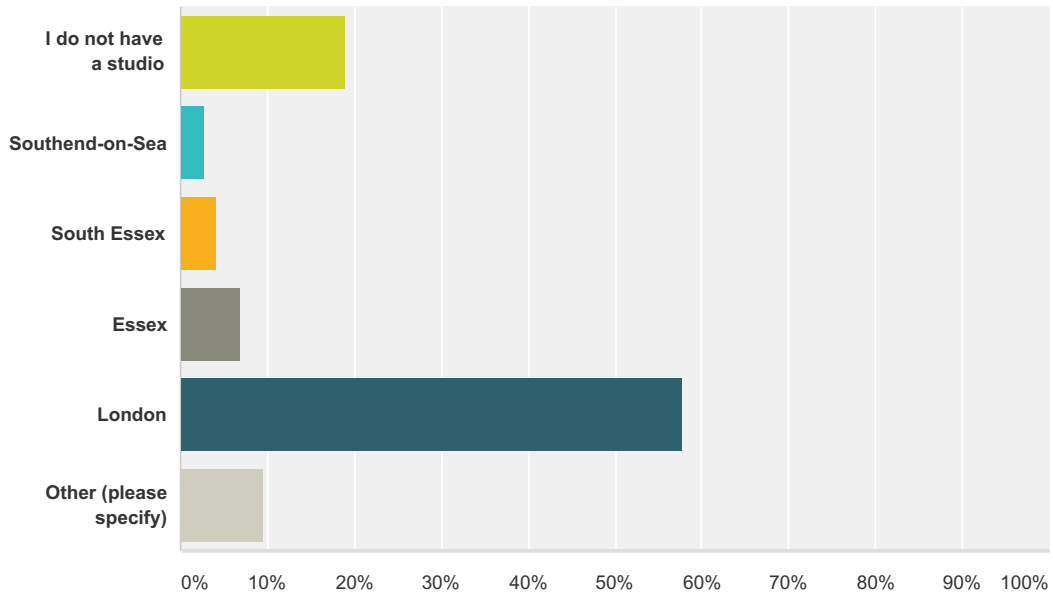


Answer Choices	Responses	
Yes	74.50%	111
No	25.50%	38
<b>Total</b>		<b>149</b>



### Q4 Where is your current studio located?

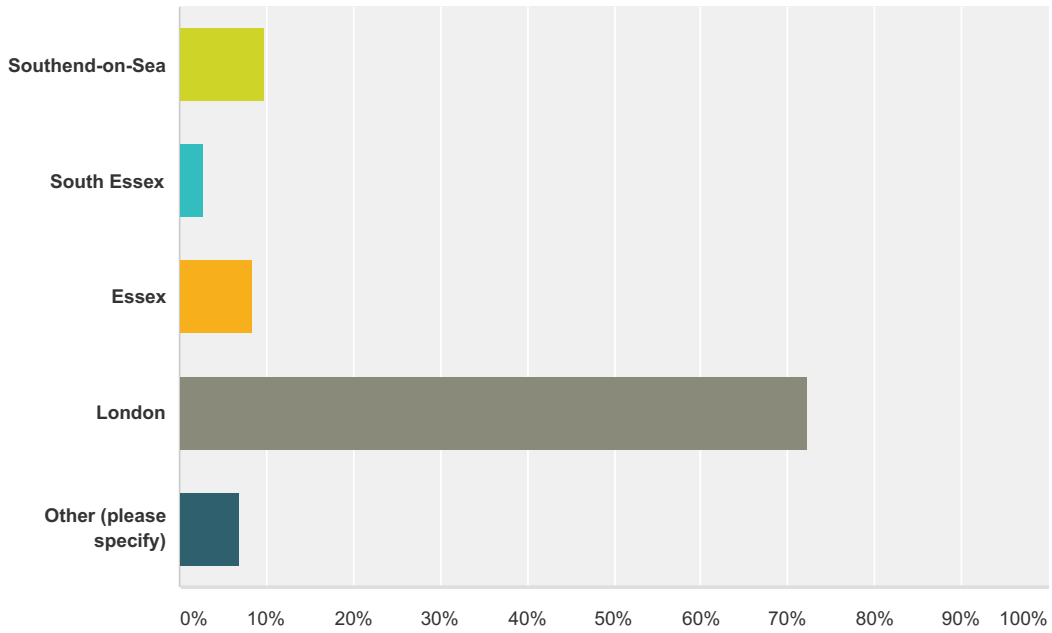
Answered: 147 Skipped: 13



Answer Choices	Responses
I do not have a studio	19.05% 28
Southend-on-Sea	2.72% 4
South Essex	4.08% 6
Essex	6.80% 10
London	57.82% 85
Other (please specify)	9.52% 14
<b>Total</b>	<b>147</b>

### Q5 Where do you live?

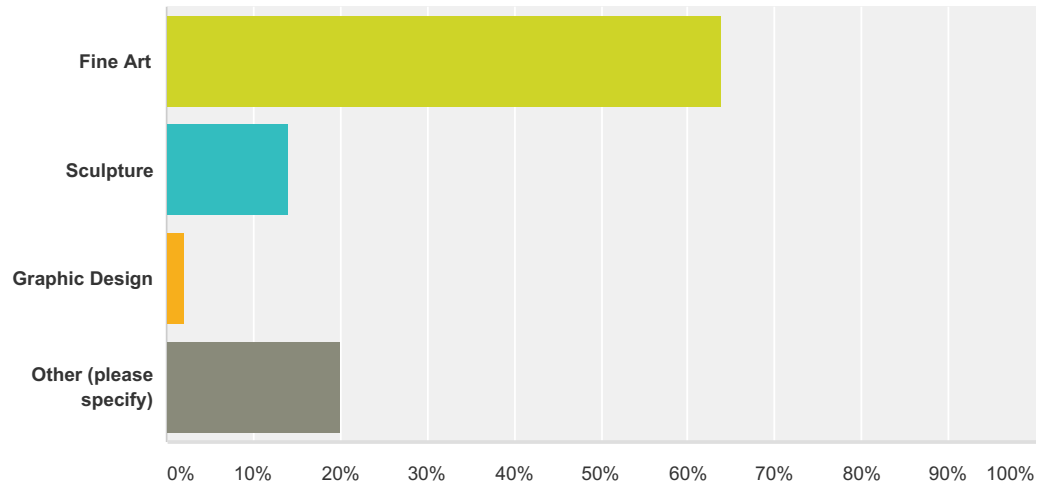
Answered: 144 Skipped: 16



Answer Choices	Responses	
Southend-on-Sea	9.72%	14
South Essex	2.78%	4
Essex	8.33%	12
London	72.22%	104
Other (please specify)	6.94%	10
<b>Total</b>		<b>144</b>

### Q6 What is your practice?

Answered: 144 Skipped: 16



Answer Choices	Responses
Fine Art	63.89% 92
Sculpture	13.89% 20
Graphic Design	2.08% 3
Other (please specify)	20.14% 29
<b>Total</b>	<b>144</b>

**Q7 If you DO want a studio in Southend-on-Sea, in one or two short sentences, please say why; e.g. proximity to where you live, being in the nearest large town, etc.**

Answered: 56 Skipped: 104

**Q8 If you DO NOT want a studio in Southend-on-Sea, in one or two short sentences, please say why; e.g. you have a studio already, too far from where you live, etc**

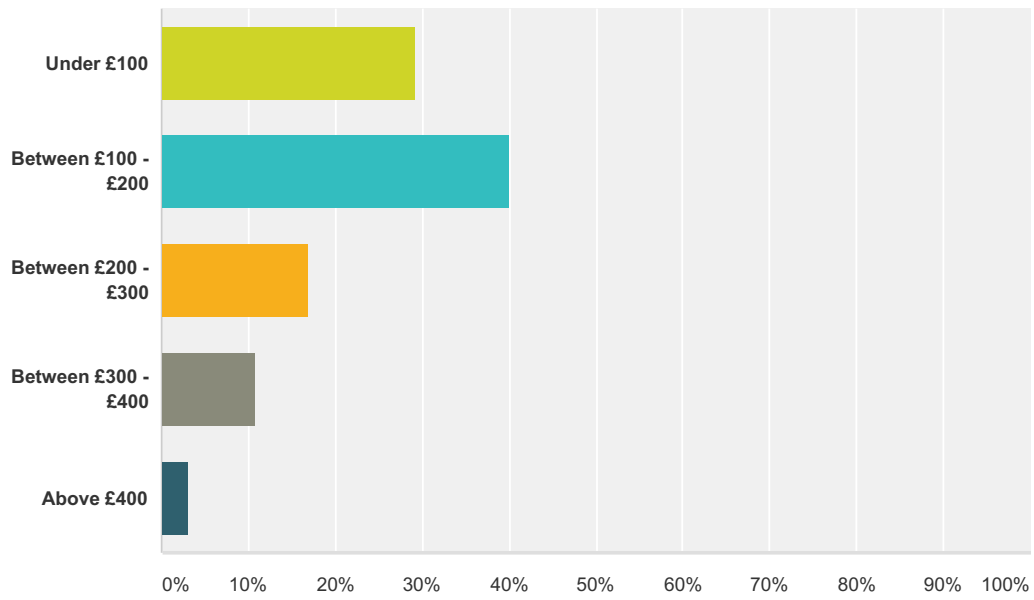
Answered: 32 Skipped: 128

**Q9 If you have a studio, what is your £ per  
ft2 rent?**

Answered: 54 Skipped: 106

### Q10 How much would you consider paying per month for a studio in Southend-on-Sea?

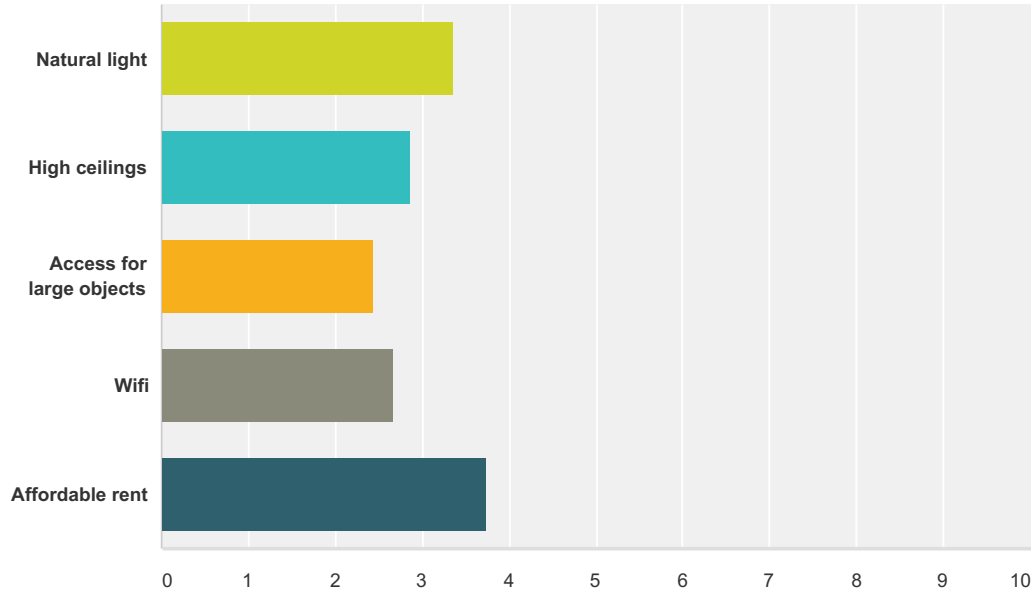
Answered: 65 Skipped: 95



Answer Choices	Responses	Count
Under £100	29.23%	19
Between £100 - £200	40.00%	26
Between £200 - £300	16.92%	11
Between £300 - £400	10.77%	7
Above £400	3.08%	2
<b>Total</b>		<b>65</b>

**Q11 Please rank the importance of the following in your ideal studio, from most important (1) to least important (5).**

Answered: 87 Skipped: 73

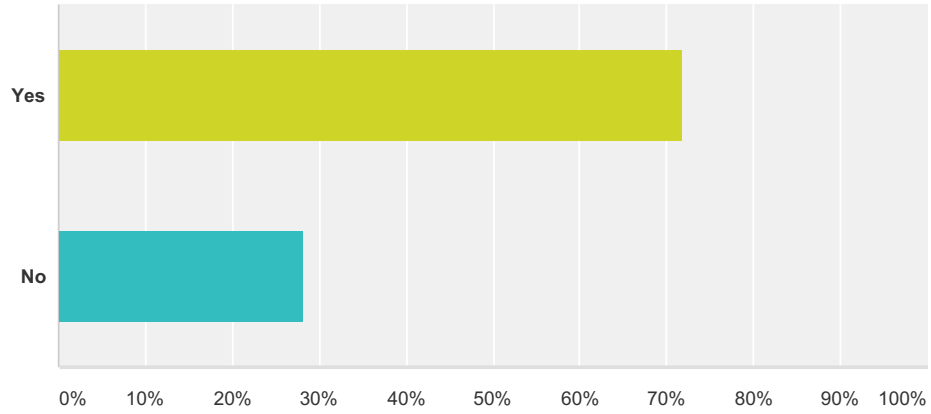


	1	2	3	4	5	Total	Score
Natural light	20.00% 14	30.00% 21	24.29% 17	17.14% 12	8.57% 6	70	3.36
High ceilings	10.96% 8	17.81% 13	32.88% 24	21.92% 16	16.44% 12	73	2.85
Access for large objects	5.26% 4	18.42% 14	22.37% 17	23.68% 18	30.26% 23	76	2.45
Wifi	12.50% 9	16.67% 12	20.83% 15	26.39% 19	23.61% 17	72	2.68
Affordable rent	54.88% 45	12.20% 10	6.10% 5	6.10% 5	20.73% 17	82	3.74



### Q12 We are considering the former Beecroft Museum building in Westcliff-on-Sea for its suitability as studios. Would you be interested in a space?

Answered: 85 Skipped: 75



Answer Choices	Responses	
Yes	71.76%	61
No	28.24%	24
<b>Total</b>		<b>85</b>

**Q13 If you would like to hear more about the potential new Focal Point Gallery studios in Southend-on-Sea, please leave your contact details below. These details will not be shared with any third parties.**

Answered: 60 Skipped: 100

Answer Choices	Responses	
Name	100.00%	60
Company	0.00%	0
Address	0.00%	0
Address 2	0.00%	0
City/Town	0.00%	0
State/Province	0.00%	0
ZIP/Postal Code	0.00%	0
Country	0.00%	0
Email Address	100.00%	60
Phone Number	73.33%	44

**Q7 If you DO want a studio in Southend-on-Sea, in one or two short sentences, please say why; e.g. proximity to where you live, being in the nearest large town, etc.**

Answered: 52 Skipped: 92

#	Responses	Date
1	possible cheap rent	5/17/2016 1:58 PM
2	London is pushing artists out	5/16/2016 3:38 PM
3	its a fun town by the sea not to far from london	5/16/2016 10:23 AM
4	I would like to live and work near the sea. Town accessible in area.	5/16/2016 10:00 AM
5	I can't afford to live in London anymore	5/15/2016 2:58 PM
6	Recently moved to Westcliff-on-Sea from London and looking to not commute.	5/15/2016 10:16 AM
7	proximity to where you live, local place making, supporting local art community development	5/15/2016 9:59 AM
8	I am in London now and currently looking at local studio spaces again, after a break, due o family commitments. I uses to walk across a park, 5 mins, to my studio! I don't drive so would like something very close to where I live, or with half HR maximum commute.	5/15/2016 7:11 AM
9	There is a great artistic vibe in Leigh	5/14/2016 7:10 PM
10	thriving art scene, many facilities, near to where I live	5/14/2016 5:22 PM
11	Nearest to large town	5/14/2016 2:42 PM
12	I would consider moving to Southend-on-Sea for a bigger studio and apartment and for cheaper rent!	5/14/2016 1:25 PM
13	Ss2 4ng 15 to 30 minute walk	5/14/2016 1:20 PM
14	I have a small shared studio space and would like somewhere larger.	5/14/2016 1:16 PM
15	London living and working is not always conducive to the making and practical aspects of my work. I feel the need to listen to what needs to come next and this requires mental and physical space often not afforded amongst the congestion.	5/14/2016 8:28 AM
16	It is a direct link from Liverpool Street - although I would have to look into the cost of the trains.. So, I would want the studio to not be too expensive..	5/14/2016 8:14 AM
17	Proximity, cost, purpose-built space	5/14/2016 5:38 AM
18	sea light	5/13/2016 9:48 PM
19	Space, light, storage, focus, calm, exciting new area.	5/13/2016 7:15 PM
20	I would consider a studio in Southend if I can get a bigger space near the sea for less money than I currently pay.	5/13/2016 6:47 PM
21	I am hoping that a studio outside of London could be cheaper...	5/13/2016 5:47 PM
22	to save money	5/13/2016 5:35 PM
23	I don't live in the UK at the moment but on principle I would consider a studio in Southend on Sea. I actually now fly to and from that airport to get to Berlin and often tkae some time in Southend each time I fly. I sense that there is potential there.	5/13/2016 5:26 PM
24	I would like a studio and would consider to also live in Southend on Sea. At the moment I live in East London	5/13/2016 5:18 PM
25	Cost of rent, access to London in less than 1 hour, proximity to sea and airport.	5/13/2016 2:00 PM
26	It is getting too expensive to live and work as an artist in London and I am beginning to look outside of London for a place that is still not too far to travel to London for meetings/exhibitions/work and a place where the costs are lower such as house and studio rent.	5/13/2016 1:58 PM
27	Having just started a family I would be interested in moving out of london	5/13/2016 1:52 PM

28	network with other artist , designated time and space to create	5/13/2016 1:30 PM
29	If I lived closer to South end I would But	5/13/2016 12:52 PM
30	I would remain close to London & Paris which I visit frequently for work. Fewer distractions, a healthy coastal lifestyle and cheaper rates would help me to produce more art.	5/13/2016 12:43 PM
31	I need a larger studio which can accommodate new and essential equipment and being by the sea would definitely influence my practice.	5/13/2016 12:39 PM
32	I would hope it would be cheaper than my studio in London	5/13/2016 12:24 PM
33	I am looking to relocate to the south east	5/13/2016 12:09 PM
34	To be able to work????	5/13/2016 12:01 PM
35	Precarious nature of studio provision in London (current situation not secure in terms of long term tenancy) May feed into decisions around if / where to move outside London. If still in London, Southend's proximity to the city.	5/13/2016 11:50 AM
36	Easy access, burgeoning arts scene, by the sea	5/13/2016 11:48 AM
37	For a more space in an affordable studio away from constant rent increases and lack of availability in London	5/13/2016 11:46 AM
38	Maybe it would be more affordable. And I really want to work by the sea.	5/11/2016 11:06 PM
39	Proximity to where I live. Also I'd prefer somewhere with less traffic noise and fumes than where I am now.	5/10/2016 10:22 AM
40	If I was to re-locate to the UK, and live the east side of London, or outside London on the east coast I would be considering this neighbourhood.	5/10/2016 8:12 AM
41	Near sea	5/9/2016 9:38 PM
42	would be good to work near where i live.	5/9/2016 8:36 PM
43	Proximity to where I live	5/9/2016 7:31 PM
44	Providing that I like it more than my current one I would consider a change of scene as a new beginning.	5/9/2016 6:27 PM
45	Proximity of where I live means more easily accessible rather than having to travel/drive a distance.	5/9/2016 6:21 PM
46	I would move closer to the studio. I would have to see it but I would like to move out of the capital	5/9/2016 6:10 PM
47	My mother lives in Westcliff so possibility that I could spend time here with her and still work. Or another idea would be to take a short let for a time	5/9/2016 5:24 PM
48	Close to where I live, will be closer to other local artists and gallery's	5/9/2016 5:00 PM
49	access to community of exciting artists & arts infrastructure	5/9/2016 4:45 PM
50	Easy access to and from London	5/9/2016 4:42 PM
51	Renting costs in London are becoming prohibitive. I'd consider cheaper spaces with good connection.	5/9/2016 4:33 PM
52	edit video	5/8/2016 6:30 PM

**Q8 If you DO NOT want a studio in Southend-on-Sea, in one or two short sentences, please say why; e.g. you have a studio already, too far from where you live, etc**

Answered: 29 Skipped: 115

#	Responses	Date
1	However it's very far so it needs to be attractive enough for me to commute there	5/17/2016 1:58 PM
2	Great location but unfortunately too far away from where I live.	5/16/2016 6:07 PM
3	too far from London, where all the things happen and work	5/15/2016 2:35 PM
4	Too far as I don't live near Southend-on-Sea.	5/15/2016 10:05 AM
5	-	5/15/2016 9:59 AM
6	See above. Too far from where I live. However, I think your idea sounds great, this survey is a very good idea, good luck with it! Twice yearly open studios, like Acme does was really good when I did that. Also flexibility of renting, subletting and sharing space, to save money, keep the creative atmosphere going. Bursurys for artists etc.	5/15/2016 7:11 AM
7	I have a studio	5/14/2016 2:26 PM
8	Its a little far from where I live, I am not aware of this area. I would not rule it out would prefer Hastings, or Rye.	5/14/2016 6:55 AM
9	i would have to move there, but am considering moving out of london	5/13/2016 11:07 PM
10	I would like ACME and other organizations to focus on studios in SOUTH London. There are not enough. EAST London is OVER.	5/13/2016 5:57 PM
11	Too far from London. Not sure if I d like local culture or if there is any art community at all there ... The place could be culturally backward...	5/13/2016 5:47 PM
12	I love the idea of a studio in Southend-on-sea in principle but imagine the travel costs on top of the studio rent would make it impossible... If I'm wrong and it was doable for less than £140pcm for circa 100-120ft2 I would be very interested!!	5/13/2016 2:46 PM
13	southend would be nearer. there are already some , but parking is a problem - living in Rochford there is nothing in my area	5/13/2016 1:30 PM
14	as I do not live close to southend it would not be practical and I have a great Studio that I am very happy with.	5/13/2016 12:52 PM
15	If the studio space is not a live-work space it may not be suitable for my needs.	5/13/2016 12:43 PM
16	I have a studio already in london	5/13/2016 12:16 PM
17	Seems far away from manufacturing and supplies to do Sculpture	5/13/2016 12:08 PM
18	I'd love a studio closer to where I am but access to Southend-on-Sea is too difficult for me, and even more so for potential clients who want to see the work	5/13/2016 12:01 PM
19	I have a studio. I live in Brixton. A studio in Southend is too far to commute on a daily basis.	5/13/2016 12:00 PM
20	Too far	5/13/2016 11:55 AM
21	too far	5/13/2016 11:49 AM
22	too far	5/13/2016 11:46 AM
23	I World have to move from London. My workshop is is small but the work I produce is getting lager. If the studio was tempting enough I would move.	5/13/2016 11:42 AM
24	too far	5/13/2016 11:41 AM
25	I have a studio in north Kensington - and it's too far crime my home	5/9/2016 7:31 PM

26	i like london and do not know southend well, although i had been to the focal point gallery 15 or so years ago and liked it	5/9/2016 5:17 PM
27	Too far to travel	5/9/2016 5:00 PM
28	too far away	5/9/2016 4:57 PM
29	However..... too far from where I live; already have studio	5/9/2016 4:45 PM

## Q9 If you have a studio, what is your £ per ft2 rent?

Answered: 49 Skipped: 95

#	Responses	Date
1	£70 for about 120sqf	5/17/2016 1:58 PM
2	360 for 300 ft/2	5/16/2016 3:38 PM
3	£140	5/16/2016 10:23 AM
4	£175/month for 132 ft2 (I think)	5/15/2016 2:35 PM
5	£200 for 500 square foot.	5/15/2016 10:16 AM
6	£200 pcm for 500 sq ft	5/15/2016 9:59 AM
7	75	5/14/2016 7:10 PM
8	no idea!	5/14/2016 2:26 PM
9	£272 per month for 200 square feet	5/14/2016 1:25 PM
10	£70 per month for a small space not sure of area size	5/14/2016 1:16 PM
11	I pay 300 ponds per month	5/14/2016 8:28 AM
12	At the moment I am in an expensive one. It's probably about £16- 20.	5/14/2016 8:14 AM
13	I am not sure	5/14/2016 6:55 AM
14	202sqft for £297	5/13/2016 11:07 PM
15	£500 per month, sorry, I don't know the £ per ft rent cost	5/13/2016 7:15 PM
16	Don't know	5/13/2016 6:47 PM
17	approx 20-24 GBP per sq ft....too much \$\$\$	5/13/2016 5:57 PM
18	1.54	5/13/2016 5:47 PM
19	In east london locations (hackney/homerton) circa £1.30 - £1.40 per ft2	5/13/2016 2:46 PM
20	10	5/13/2016 1:58 PM
21	£15 (?)	5/13/2016 1:52 PM
22	not sure	5/13/2016 12:52 PM
23	I do not currently have a studio space.	5/13/2016 12:43 PM
24	No idea	5/13/2016 12:39 PM
25	.95p	5/13/2016 12:38 PM
26	don't know	5/13/2016 12:24 PM
27	not sure it is with acacva though	5/13/2016 12:16 PM
28	£1.40	5/13/2016 12:09 PM
29	too much in London!!!	5/13/2016 12:08 PM
30	I'm not sure. It's a rather large space for £432	5/13/2016 12:01 PM
31	£14 psq pa	5/13/2016 11:55 AM
32	£1 per sq ft approx. Currently, excellent location in Clapham but studios partitioned (plaster board) within large, ex-industrial building so sound-bleed etc a big problem particularly when writing, editing etc. Also currently not able to leave equipment due to security issues and very cold building, particularly during winter months (condensation with camera lenses etc)	5/13/2016 11:50 AM
33	£2 - 180sq ft costing £360	5/13/2016 11:49 AM

34	£1.05	5/13/2016 11:46 AM
35	i pay over 600 pounds per month for just over 30 square meters.	5/13/2016 11:42 AM
36	As cheap as possible.	5/11/2016 11:06 PM
37	£6.74	5/10/2016 10:22 AM
38	£7/8 per ft2.	5/10/2016 8:12 AM
39	15	5/9/2016 9:38 PM
40	£6.51 per square foot plus heating	5/9/2016 8:36 PM
41	£12 per ft2	5/9/2016 6:27 PM
42	Aprox £7.00	5/9/2016 6:21 PM
43	£20 per 2 feet per year	5/9/2016 6:10 PM
44	£14.20	5/9/2016 5:24 PM
45	12 ish	5/9/2016 5:17 PM
46	Of the top of my head I'm not sure it's currently £46 per month for a small studio at HOFS	5/9/2016 5:00 PM
47	?	5/9/2016 5:00 PM
48	£0.45 incl. electricity & WiFi	5/9/2016 4:45 PM
49	£12 per sq ft	5/9/2016 4:42 PM



## Appendix 2: Organisations in the catchment area and list of potential tenant groups:

Cuckoo Farm Studios	Colchester	32 studios/ 34 artists	£5+ service charge	Selection Artist Associate/Affiliate Access to resources
Gatehouse Arts (creative Hub)	Harlow	21 studios	£6-£7 sq ft	Studios
Hadleigh Old fire station (ACAVA)	Hadleigh	15 artists	£6-£7	Offices/hot desking
East Gate Studios (ACAVA)	Harlow		£6-7	Studios
Parndon Mill	Harlow		Under £5	Studios, workshops, design offices, gallery, project space
TAP – Temporary Arts Projects	Southend	14 artists		Memberships, workshops
The Hive artists' studios	Chelmsford	8 artists	£55-£95 per artist	Shared space/studio
CO3 Studios	Colchester	15 artists		Studios and exhibition space
Hylands Estate Artists' Studios	Chelmsford		£9	Studio, gallery Self-contained studios
Station House artists	Burham on Crouch		£9	Self-contained studios
Studio 19	Leigh-on-sea			
Studio 28	Wivenghoe/Colchester			
The Waiting Room	Colchester			
Synchro Studios	Leigh-on-sea	12 members	£80-£110 per artist £8.75 sq ft	3 art studios, yoga, drama, etc
Metal	Southend			Don't run studios but gave feedback on artists' needs
Mother Studios	Colchester	34 studios/33 artists+18 students	£8.75-£9 sq ft	Self-contained studios and des-based space

Miss Annabel Lee Gallery and studios	Leigh-on-Sea		£120 per artist	Including facilities
South Essex college	Southend-on-Sea		n/a	
Essex Uni	Colchester		n/a	Desk space within the Business Incubation Centre (BIC); performance related studios in East 15 Acting School

## **Appendix 3: Feedback from organisations**

### **Studio organisations:**

#### **Jo Hughes - Mother Studios – Colchester:**

- Mother studios offer 34 studios at £8.75 and £9.
- £9 – are desk base spaces – including extra facilities such as heating – rented to designer, architects, etc.
- The rent includes the future use of the project space.
- The studios opened in November 2015 and they are almost full. They are just about to open a new phase of the building. There was a waiting list before last phase opened.
- People are used to traveling for 30-40 minutes and they are happy to drive to the studios. People come from the surrounding areas.
- People want: studio first, community second.
- Tenants: 33 artists and 18 students.
- Artists normally want self-contained studios but artists coming from college tend to share. They find it less traumatic and want to replicate the university model. The studio provider organizes crits, meetings, etc.
- Having facilities on site helps create a sense of community.
- Spaces range between: 180-350 sq ft. Rents range between £100-£200. They have a 700 sq ft project/gallery space that will be used as a café/community space in the future.
- There is definitely a demand for artist studios.
- Security, safety, light and community are the key aspects of studio provision.
- Artists should be charged for what they are offered.
- It is important to create a sense of community (links to community) and to have mixed practices.

#### **Metal- Stephanie:**

- Metal receive enquiries every month about artists' studios.
- They can imagine artists that commute to London to work to want to have their studios close to home.
- They receive enquiries about facilities also – print making.
- They think that up to £200 would be a reasonable rent for artists depending on the space.
- Southend is a desirable area and people want to move there.
- Metal are very involved with the community and they know that there is great potential to promote culture in the area. The community engages through school activities, events, festivals etc.
- The area is of natural undiscovered beauty.

#### **The Hive artists' studios – Karen Jones:**

- They have an open space for 8 artists. Artists use desk-spaces and pay between £55 -£95 depending on the space they occupy.

- The room is approximately 660 sq ft/60m<sup>2</sup>.
- They would love to have an exhibition space and workshops but at the moment the facilities don't allow them to do so.
- They don't think there is high demand. They have very low turnover and don't have a waiting list.

### **Cuckoo Farm Studios - Peter Jones:**

- 32 self-contained studios. Size varies.
- Rent level: £5 + service charge. Managed by in house volunteer artists.
- Artists are looking to have their own independent studios.
- In the farm they have a gallery space and a printing workshop.
- Artists see great value on community.
- They receive 1-2 enquiries about studios per month.
- Peter thought that studios need to be designed and managed with artists' needs in mind and they need to be affordable.

### **CO3 Studios:**

- 15 registered artists for the use of one studio (42m<sup>2</sup>).
- They are interested in skills share and they do receive enquiries about artists looking for studios.
- Artists pay for courses but not for just using the space.

### **Independent artists:**

#### **Station House artists – Paul Bailey:**

- Occupying 2 studios. 120 sq ft each. £90 per month including bills. Rate: £9 per sq ft (property own and managed by the council).
- He misses having a sense of community and would move to another building if that was in offer.
- He is happy to commute.
- There is a thriving art community in Leigh and surrounding areas and he would be happy to drive for up to 20 miles.
- Artists don't like to share.
- It would be ideal to have facilities in the building and a communal project/temporary space.
- It would be ideal to have a space where a sense a community is created and artists can bounce ideas of each other.

#### **Mona Marnell – artist within Hylands Estate Artists' Studios:**

- Mona's studio is in The Stables block at the Hylands Estate.
- In The Stables blocks there are 8 studios. 2 on the ground floor and 6 upstairs.
- Mona pays £330 for 432 sq ft. Rate: £9.
- Artists at the State are forced to spend 16h per week in the studio – by contract.

- She is in a Grade 2 listed building which is a problem as she can't affect the fabric of the building.
- She mentioned that landlords don't understand artists' needs. This is a key aspect when managing studios.
- There are a café and a shop in the state.
- Mona highlighted that hers is the minimum space you would need to run a workshop – she has a glass studio. She is looking to move to a larger studio.
- She drives 20 minutes to get to the studio but she would be happy to drive for longer if she found the right studio for her. People in the building drive much more than 30 minutes to go to the studio.

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# Southend-on-Sea Borough Council

Report of Corporate Director for Place

To  
Cabinet  
on  
28<sup>th</sup> June 2016

Agenda  
Item No.

Report prepared by: Emma Cooney, Group  
Manager Economy and Tourism

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## Devolution

Relevant Scrutiny Committee(s): Place Scrutiny  
Executive Councillor: Councillor John Lamb  
Part 1

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### 1. Purpose of Report

To update Executive Briefing on the recent activity in relation to devolution negotiations and to seek guidance regarding next steps.

### 2. Recommendations

That Members –

2.1 note the position and activity in relation to devolution negotiations

2.2 note the emergence of the Thames Estuary 2050 Growth Commission

### 3. Devolution and Combined Authorities

3.1 The on-going discussions summarised in this paper refer to both devolution and a Combined Authority.

3.2 Devolution is a negotiation process with Government, similar to that experienced through the City Deal process. It requires an area to agree an ambition, the economic growth which could be delivered there and the freedoms, flexibilities and funding needed to be devolved in order to deliver it. This is over and above anything that Councils can already deliver.

3.3 Combined Authority is a legislative process which sees a new authority formed alongside existing local authorities. It has the specific purpose of allowing government to devolve decisions and funding to an area in line with its ambitions which usually include skills, transport, housing and economic development.

- 3.4 A Combined Authority does not replace or merge existing Councils, nor is it a reorganisation of local government. It is a mechanism via which Councils can work together, empowered by devolved decision making and funding, with democratic and robust governance.

#### 4 Current Position

- 4.1 Since the start of 2015 when a report was agreed to explore devolution, the Council has twin tracked its devolution work; actively and transparently exploring both a South Essex and a Greater Essex devolution deal with a view to ensuring the best outcomes for Southend and Thames Gateway South Essex (TGSE) as its economic geography.
- 4.2 The Council is clear that the role and profile of the Thames Gateway, as a priority regeneration area for Government with its own Minister, is a key aspect of Southend's economic identity and should therefore also be integral in any devolution discussions. This has been reflected in discussions officers have had with civil servants.
- 4.3 Having recognised the scale of opportunity and impact of devolution for Thames Gateway South Essex, Southend and Thurrock Councils jointly commissioned some additional work to develop a clear economic case for devolved powers and government investment.
- 4.4 This has proved it to be a functional economic area, a view reinforced by the private sector and to be valid as part of a Greater Essex proposition, or as a stand-alone case.
- 4.5 The Council has been keen to ensure proposals have resonance with businesses. The TGSE business community has been engaged with this work via engagements events held on 11<sup>th</sup> March 2015, at which **Lord Heseltine** was the keynote address, and 23<sup>rd</sup> October 2015.
- 4.6 A range of work has been undertaken by officers on both a Greater Essex and a South Essex proposition. This includes statistical evidence bases and scoping documents to identify the appropriate asks and offers to deliver the ambitions of the corresponding areas.
- 4.7 The Council's devolution discussions have been firmly rooted in ensuring the best position for Southend and TGSE as its economic geography. Southend and Thurrock Councils have led on developing an independently researched evidence base and feedback from the private sector in regards to the South Essex position. The other South Essex authorities have consistently been invited to participate in this work and their position has fluctuated over time but the work has continued to explore the TGSE economy. The findings have confirmed South Essex as a coherent economic geography and reinforced the importance of TGSE. This has subsequently been translated into a draft proposition document.
- 4.8 The findings and priorities of TGSE have been shared with the Greater Essex working groups together with a number of red lines outlining the Council's position:



- That the economic geographies of Greater Essex (e.g. TGSE) must be the foundation of the proposal. However, this approach has not been included in the draft documents and the TGSE proposition did not feature strongly in the draft deal document.
- That ambition and pace must be a key headline of the deal.
- That the principle of subsidiarity must be embedded in the deal, i.e. the powers and funding sought will be devolved to the level closest to the geography and most appropriate to the theme e.g. Skills to the Growth Partnership but a Greater Essex Integrated Transport.

There has been some inclusion of these elements however the draft deal document does not firmly ground the work in the economic geographies or on the basis of subsidiarity. Neither is there a shared appetite for growth nor a shared narrative as to how it would be distributed across Greater Essex.

- 4.9 Within the Greater Essex work the Leaders and Chief Executives have met regularly as a collective and in regards to thematic workstreams with dedicated leads:
- Employability and Skills – Rob Tinlin
  - Homes and Communities – Glen Chipp (Epping)
  - Growth, Connectivity and Infrastructure – David Marchant (Castle Point)
  - Governance – Ian Davidson (Tendring)
  - Fiscal – Margaret Lee (Essex)
- 4.10 Each of these themes has been progressed to a point where the first three workstreams had initial conversations with junior civil servants in January 2016. The content was generally well received but it became clear that the process has become one of standard asks and offers rather than the original grassroots principles initially espoused. Civil servants suggest that the ‘prize’ is far greater than the initial deal; that once deals are in place and delivery underway further negotiations for more significant/bespoke items will commence.
- 4.11 Since the Whitehall engagement sessions the devolution environment has changed further with elected Mayors now a pre-requisite for devolution deals.
- 4.12 In February 2016 Greater Essex was approached about joining the Suffolk, Norfolk, Cambridgeshire and Peterborough combined authority with a directly elected Mayor for the whole geography. This elicited mixed views from the Leaders of Essex authorities, but with a decision to not join the East Anglia combined authority. The Leaders of Southend and Thurrock Councils provided a position statement to the other Leaders which can be found in **Appendix 1**.
- 4.13 The Leaders agreed that the work to date had been valuable and that there was merit in further understanding what a directly elected Mayor would mean should a Greater Essex devolution deal be pursued. It should be noted that at this point there were differing levels of appetite for such a role varying from those who were very supportive of what was required to secure a devolution to those who found the proposal fundamentally unacceptable.
- 4.14 In the meantime two pieces of work have been launched by Essex County Council for the Greater Essex area. The first is a Greater Essex Commission, chaired by Andrew

Sentence CBE and the second is the Growth and Infrastructure Framework (GIF) being led by AECOM.

- 4.15 On 26<sup>th</sup> May 2016 the Leaders and Chief Executives met to ascertain whether, with further understanding of the mayoral role, there was sufficient interest to form a 'coalition of the willing' to pursue a devolution deal. A vote was taken and the majority voted against a devolution deal with a directly elected mayor. On this basis devolution work has been put on hold.
- 4.16 There was agreement that the joint working has been beneficial and if a devolution deal without a Mayor were to be possible there would be an appetite to pursue that.

## **5. Thames Estuary 2050 Growth Commission**

- 5.1 In the March 2016 Budget the Chancellor announced the Thames Estuary 2050 Economic Growth Commission to be chaired by Lord Heseltine. The Budget document states (para 1.341)

*The Commission will develop an ambitious vision and delivery plan for North Kent, South Essex and East London up to 2050. This will focus on supporting the development of high productivity clusters in specific locations. It will examine how the area can develop, attract and retain skilled workers. It will also look at how to make the most of opportunities from planned infrastructure such as the Lower Thames Crossing. It will report back at Autumn Statement 2017 with a clear and affordable delivery plan for achieving this vision.*

- 5.2 The area is being called the Thames Estuary, rather than the Thames Gateway as has historically been known to reflect the changed geography as this incorporates the Canterbury and Thanet areas of north Kent.
- 5.3 The list of Commissioners has been published (**Appendix 2**) however the work programme and forward plan for the Commission has yet to be launched and is expected late June. Consequently how the Commission will engage with individual areas and the stakeholders within them is not yet clear. Officers continue to maintain a close dialogue with civil servants supporting the work so as to ensure Southend's desire to proactively participate in and contribute to the work of the Commission.
- 5.4 There is no promise of funding, investment or changed governance arrangements as a result of the Commission, but instead, it is an opportunity to look at the growth potential of the area, identify how this could be unlocked and make a series of recommendations to Government.
- 5.5 The Commission now poses an opportunity for Southend, TGSE and the Thames Estuary area to raise its profile and potentially to influence the investment; engagement and governance tools available to the area in the future so should be a priority as the forward plan emerges.

## **6. Corporate Implications**

- 6.1 Contribution to Council's Vision & Corporate Priorities

- 6.1.1 The development of the growth agenda supports the Council's prosperous and excellent priorities
- 6.2 Financial Implications
  - 6.2.1 There are no immediate financial implications however areas without devolution deals will have to make more robust cases to secure government funding in the future and may find funding pots reduced with a top slice allocated to areas with devolved powers. This may impact on funding, particularly for capital infrastructure projects, which may have previously been a more reliable source of investment.
- 6.3 Legal Implications
  - 6.3.1 There are no legal implications at this time, but there would be in delegating powers to a Combined Authority and the Council would need to be clear on the extent of its appetite to do this e.g. delegate strategic transport powers, but not highways maintenance. These would be fully addressed during the process of preparing the case for a combined authority.
- 6.4 People Implications
  - 6.4.1 The on-going commitment of officer time
- 6.5 Property Implications
  - 6.5.1 There are no property implications in relation to the recommendations
- 6.6 Consultation
  - 6.6.1 Business engagement events have been held in March and October 2015 with further consultation in regards to the Commission planned for the Southend Business Briefing in June.
- 6.7 Equalities and Diversity Implications
  - 6.7.1 There are no equalities and diversity implications.
- 6.8 Risk Assessment
  - 6.8.1 Any submission must accord with Southend's growth priorities, fiscal plans and governance arrangements so as not to jeopardise the ambitions shared by the public and private sectors for the borough in the short and long term.
- 6.9 Value for Money
  - 6.9.1 There are no value for money impacts as a result of this report with regards to Council expenditure.
- 6.10 Community Safety Implications
  - 6.10.1 There are no community safety implications as a result of this report.

## 6.11 Environmental Impact

6.11.1 There are no environmental impacts as a result of this report.

## 7. Appendices

**Appendix 1** – Email to Greater Essex Leaders 25<sup>th</sup> February 2016

**Appendix 2** - Commissioners for the Thames Estuary 2050 Growth Commission

## Appendix 1: Email to Greater Essex Leaders 25<sup>th</sup> February 2016

Dear All,

We are writing ahead of the Greater Essex Leaders' meeting on 26<sup>th</sup> February.

It was with disappointment that we read the email this week regarding Greater Essex devolution and in particular the perception of the position taken by Southend and Thurrock which doesn't represent accurately our views. A considerable amount of work has been undertaken and time invested over a long period in developing and shaping a devolution deal by many and we have worked hard to be supportive and collaborative partners. As you know, both of our authorities have played a full role in the work since the outset in 2014 in order to shape a deal that was ambitious and able to meet the needs and aspirations of businesses and communities in Southend and Thurrock. It was with this in mind that we were content to sign the letter to Government in September 2015 which signalled our support. We have equally always been very fair and clear that the Growth agenda is one that we want to be able to discuss jointly and to explore how we maximise the opportunities within this part of the Region.

While remaining supportive you will be aware that we have consistently raised points about the focus and attention given to growth areas; ensuring alignment with the federated structure of SELEP; and on governance. You are also aware of the position reached by Thurrock Council earlier this month to re-state its continued involvement in the Greater Essex work while at the same time exploring a more detailed proposition with Southend, in the hope and expectation that the two could be brought together. Southend Council shares this position.

We are both strongly of the view that the Greater Essex work carried out has been invaluable and should not be wasted, it begins to set an agenda for a step change in growth, signals an approach to further developing symbiotic ways of working and we believe a way forward should and can be found for it to underpin and shape future growth plans.

We would like to make clear our joint position on the issues to be discussed by leaders on 26<sup>th</sup> February.

Firstly, like other colleagues we are frustrated at the Government's apparent new and changed position that devolution proposals now require a commitment to a Mayor or local government reorganisation. Neither Southend nor Thurrock Council will support a proposal that includes a Mayor. The matter of local government reorganisation is principally for County and District colleagues in the first instance. Secondly, we recognise the potential opportunities for parts of Essex to engage in discussions with Suffolk, Norfolk, Cambridgeshire and Peterborough and would be willing to express support for those areas in doing so where appropriate and should it be helpful. However, it is not a discussion that Southend or Thurrock Council would wish to pursue as an active partner. This is also our position regarding Hertfordshire. However, given our preference for a Thames Gateway based solution we would be happy to work with the County Council and South Essex partners in making an approach to North Kent authorities if helpful to colleagues.

We are both interested in finding ways to continue to build on the relationships and work developed over the last 18 months with partners across South and Greater Essex on issues of mutual interest. We are also committed to continuing to work with partners through the existing channels, including SELEP, the South Essex Growth Partnership (as a SELEP federated area) and the Thames Gateway Strategic Group, to achieve our shared growth ambitions. Our view, and one that we would iterate most strongly to our partners, is that we see many benefits of being in some aspects of cross borough boundary working in the Greater Essex area whilst in terms of other issues, particularly growth, we would welcome your support to endorse us pursuing an agenda that is predominantly along and through the South Essex corridor. We believe that the partnerships that have emerged as a result of Devolution discussion should not be lost but that we should aim to build an approach which works for all involved, one size clearly does not fit all and we would endorse and be proactive in further work on shared agendas of mutual benefit.

Yours sincerely,

Cllr John Kent  
Cllr Ron Woodley

## Appendix 2: Commissioners for the Thames Estuary 2050 Growth Commission

- Lord Heseltine
- Secretary of State Greg Clark
- Mark Francois MP
- Lord Jim O'Neill (Commercial Secretary to Treasury)
- Lord Adonis (Chair NIC)
- Sir Edward Lister
- Sir John Arnott (President of the Institute of Civil Engineers)
- Lord Foster (Chair and Founder of Foster and partners)
- Prof Alice Gast (President Imperial College)
- Gregory Hodkinson (Chair ARUP Group)
- Sir George Iacobescu (Chair and CEO of Canary Wharf Group)
- Prof Dr Uwe Krueger (CEO Atkins)
- Sir Stuart Lipton (Lipton Rogers Developments)
- Sadie Morgan (Director of drmm Architects)
- Tony Pidgley (Chair of Berkley Group)
- Nicola Shaw (CEO HS1)
- Geoffrey Spence (Global Head of Infrastructure, Energy and Resources Lloyds Bank)

# Southend-on-Sea Borough Council

Report of the Corporate Director for Place &  
Director of Public Health

to

Cabinet

on

28<sup>th</sup> June 2016

Report prepared by:

Lee Watson, Health Improvement Practitioner Advanced

Agenda

Item No.

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## Southend-on-Sea Physical Activity Strategy 2016- 2021

People Scrutiny Committee/ Place Scrutiny Committee

Executive Councillors: Councillor Salter / Councillor Holland

*A Part 1 Public Agenda Item*

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### 1. Purpose of Report

1.1 To present the Southend-on-Sea Physical Activity Strategy 2016-2021.

### 2. Recommendation

2.1 Cabinet is asked to agree the Southend-on-Sea Physical Activity Strategy 2016-2021 and associated action plan.

### 3. Background

3.1 Physical inactivity is the fourth largest cause of disease and disability and is directly responsible for 1 in 6 deaths in the UK. The latest data from Public Health England highlights that 29% of adults in Southend are inactive, undertaking less than 30 minutes of physical activity a week. This puts them at a greater risk of developing a number of conditions including heart disease, cancer, obesity, diabetes, depression and dementia.

3.2 The Southend-on-Sea Physical Activity Strategy provides a framework and action plan to support the long term vision for Southend to be a healthier active borough. This will be achieved through making the participation in an active healthy lifestyle a social norm for people who live or work in Southend.

3.3 The key strategic aims of the strategy are:

- To reduce inactivity and increase participation in physical activity for everyone, giving priority to our more inactive populations.
- To improve our marketing and communications about physical activity.

- To promote the built and natural environment and its contribution to supporting people to be more active in their daily lives.
- Southend-on-Sea Borough Council will work collaboratively with a wide range of partners, including statutory organisations, businesses, the third sector and community groups, to help people to be more active.

3.4 An action plan has been developed to ensure delivery of the strategy's aims. This highlights the key actions, responsibilities for delivery and associated outcomes.

3.5 It is proposed that the two physical activity indicators in the Public Health Outcomes Framework, are used as the headline key performance indicators to monitor the overall outcome of the physical activity strategy. These two indicators will be updated on an annual basis through the Active Lives Survey.

**KP1: By 2021, achieve at least a 2.5% increase in adults being active for 150 mins per week**

Baseline (2014): 52.1% Target: 54.6%

(Baseline 2014: England 57%, East of England 57.8%)

**KPI 2: By 2021, achieve at least a 2.5% decrease in adults not being active for at least 30 mins/week**

Baseline (2014): 29.2% Target: 26.7%

(Baseline 2014: England 27.2%, East of England 25.9%)

A number of other KPIs will be developed as part of further detailed action planning work.

#### **4. Other options**

4.1 The Southend-on-Sea Physical Activity Strategy provides a strategic framework and action plan to increase participation in physical activity for everyone and reduce the level of physical inactivity. The other option would be for such work to continue without a strategic framework to guide priorities.

#### **5. Reason for recommendation**

5.1 The Southend-on-Sea Physical Activity Strategy and the associated action plan will help to improve the health and wellbeing of the local population and strengthen partnership working across the borough for this agenda.

#### **6. Corporate Implications**

6.1 Contribution to Council's Vision & Corporate Priorities

Increasing levels of physical activity in the borough and reducing levels of inactivity will lead to improved health and wellbeing and help to reduce health



inequalities. A healthy population will reduce demands on services and provide a healthier workforce to contribute to the economic prosperity of the borough.

## 6.2 Financial Implications

The strategy and associated action plan will be delivered within existing resources.

## 6.3 Legal Implications

None.

## 6.4 People Implications

The strategy aims to ensure that everyone who either lives or works in the borough has the opportunity to be more physically active.

## 6.5 Property Implications

None.

## 6.6 Consultation

The draft strategy was presented as a pre-cabinet scrutiny item at the April meeting of both the People and Place Scrutiny Committees, which helped to inform the core strategy document and associated action plan.

## 6.7 Equalities and Diversity Implications

The Southend-on-Sea Physical Activity Strategy is an inclusive strategy for the population of Southend-on-Sea.

## 6.8 Risk Assessment

Failure to implement the strategy could have a negative impact on health outcomes in the local population.

## 6.9 Value for Money

The joined up approach delivered by the strategy creates a more efficient way of working and the opportunity to generate savings in the longer term.

## 6.10 Environmental Impact

Implementation of the strategy will result in more people using the natural environment to become more active in their daily lives.

## **7. Documents used to inform this report**

7.1 Key documents are detailed in the reference section of the strategy.

## **8. Appendix**

8.1 Appendix 1. The Southend-on-Sea Physical Activity Strategy 2016-2021.

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# Physical Activity Strategy

2016 - 2021

Southend *a healthy active borough*



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*“The potential benefits of physical activity to health are huge. If a medication existed which had a similar effect, it would be regarded as a ‘wonder drug’ or ‘miracle cure’.”*

**Sir Liam Donaldson**



## Foreword

I am delighted to introduce the Physical Activity Strategy for Southend-on-Sea 2016-2021, which sets out our vision to improve the health and wellbeing of everyone in Southend by encouraging active lifestyles.

Last year I was involved in an indepth scrutiny project which looked at how we support people in the borough to achieve healthier lifestyles, with a particular focus on getting people to be more active. I was particularly struck by the amazing opportunities we have in the borough to support people to be more active in their everyday lives. I was also concerned to learn that almost a third of adults in Southend are classed as 'physically inactive'. This will be putting these individuals at a greater risk of a number of diseases, including coronary heart disease, cancer, stroke, type 2 diabetes and obesity. In addition to the impact on health and wellbeing of individuals, it is estimated that every year the health related costs associated with the low levels of physical activity in the borough are in the region of £5 million. This puts pressure on all of our budgets at a time when finances are tight and set to reduce even further over the coming years.

This strategy builds on the extensive work that was undertaken as part of the scrutiny project. We were also fortunate to have had dedicated input from the Chief Culture and Leisure Officers Association to assist us with our thinking about broader partnership working. This work enabled us to further understand our communities and how to influence people's attitudes and behaviours towards becoming more physically active.

We have used this broad range of information to inform the four key strategic aims of this strategy. These focus on: increasing levels of participation in physical activity and reducing inactivity; improving our marketing and communications about physical activity; promoting the contribution of the built and natural environment in supporting people to be active in their daily lives; and supporting the collaborative working of the Council with a wide range of partners to help people to be more active.

There is a wealth of evidence that increasing participation in physical activity can make a huge difference to people's lives. I recommend this Physical Activity Strategy to you as our first step on a journey and look forward to collaborating with you to achieve our vision to make Southend a healthy active borough.

### **Councillor Lesley Salter**

Portfolio Holder for Adults, Health and Social Care, and  
Chair of Southend Health and Wellbeing Board



## 1.0 Our Vision

**For Southend to be a healthy active borough.**

### Mission

We will make participation in an active healthy lifestyle a social norm for people who live and work in Southend, and particularly for under-represented and inactive groups.

### Strategic aims

To help us achieve our vision, we plan to use our influence and resources within the following key strategic aims:

- To reduce inactivity and increase participation in physical activity for everyone, giving priority to our more inactive populations. We will look at more ways for people in Southend to be more active more often at work, at home and during leisure time.
- To improve our marketing and communications about physical activity. We will increase the knowledge, awareness and understanding of people of all ages in Southend about the health benefits of physical activity, and where and how to be active.
- To promote the built and natural environment and its contribution to supporting people to be more active in their daily lives. We will promote our world class facilities and active travel network that enhance the opportunities for people to get active and stay active.
- Southend-on-Sea Borough Council will work collaboratively with a wide range of partners, including statutory organisations, businesses, the third sector and community groups, to help people to be more active. We will strengthen partnership working and make effective use of our combined resources.

In Southend we want to increase the number of people being active at the levels that will promote their health and wellbeing. We want to make physical activity a priority in people's everyday lives and that Southend is one of the most active areas in England.



## 2.0 Introduction

We are failing to stem the rising tide of physical inactivity across the population. We are already around 20% less active than in the 1960's and this is anticipated to increase to 35% less active by 2030, with the associated health, social and economic costs to individuals, families, communities and the country as a whole (1).

Physical inactivity is the fourth largest cause of disease and disability in the UK, with those of us who are not physically active enough being at risk of developing a number of conditions including heart disease, cancer, obesity, diabetes, depression and dementia (2).

Physical inactivity is also directly responsible for 1 in 6 deaths in the UK (3). Yet around one in four people in the UK do less than 30 minutes of activity a week and so are classified as 'inactive'(4).

Despite knowing the importance of exercise, we have not created an active society. Social, cultural and economic trends have removed physical activity out of people's daily lives. Car ownership continues to increase, we have less active jobs, and more screen based technology at home and at work. Even many features of cities and towns work against physical activity (5,6). The result is that we walk less, sit down more and allow gadgets to do the work for us.

With time and commitment in short supply, helping people to be active every day is about weaving activity into our daily lives. We need to maximize our use of the many assets we already have – our parks, leisure facilities, community halls, and workspaces – as well as doing whatever exercise, dance, leisure or sport we enjoy.

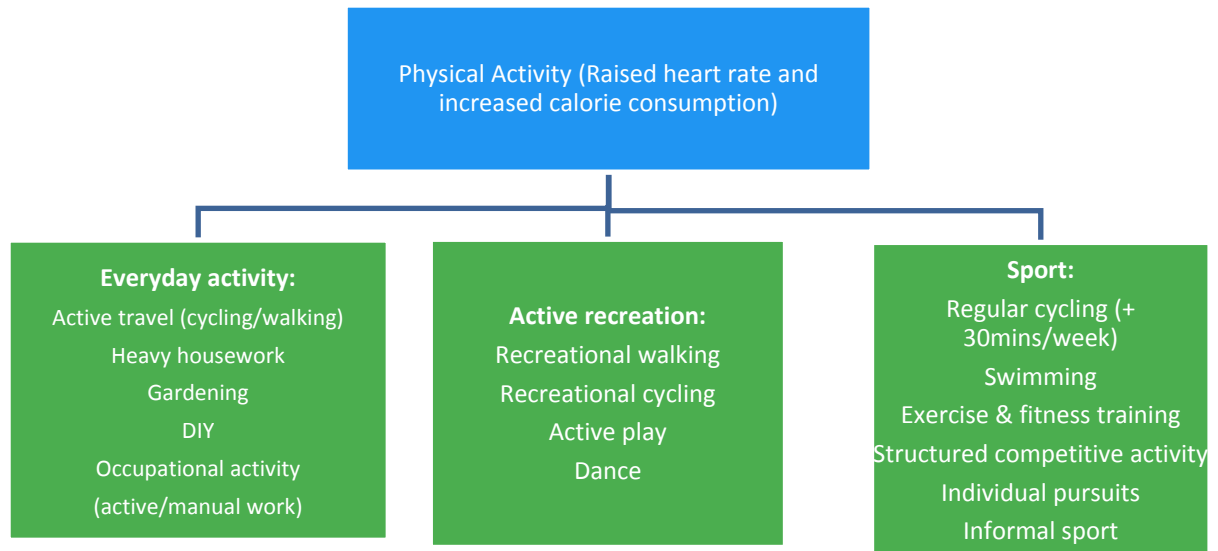
### 2.1 Definition of Physical Activity:

Physical activity has many different definitions, but for the purposes of this strategy it includes "all forms of activity, such as everyday walking or cycling to get from A to B, active play, work-related activity, active recreation (such as working out in a gym), dancing, gardening or playing active games, as well as organised and competitive sport" (7).

Figure 1 sets out the structure of physical activity, showing how the different types of activity and their different elements all contribute towards the strategic aims set out in this strategy.



Figure 1. What constitutes physical activity



Source: Adapted from Start Active, Stay Active (2011) (Ref 7)

## 2.2 The case for physical activity

There is a wealth of evidence which demonstrates that an active life is essential for physical and mental health and wellbeing. Being active at every age increases quality of life and everyone's chances of remaining healthy and independent (6).

In particular, for adults undertaking at least 30 minutes of moderate intensity physical activity on at least five days a week helps to prevent and manage over 20 common serious medical conditions (7). Table 1 shows the effect of increasing physical activity on the risk of common conditions.





Table 1. Effect of physical activity on the risk of common conditions

Disease	Effect of physical activity
Cardiovascular disease	20-35% lower risk of cardiovascular disease, coronary heart disease and stroke
Type 2 diabetes	30-40% lower risk of type 2 diabetes (and metabolic syndrome) in those who are moderately active compared to sedentary
Breast cancer	20% lower risk of breast cancer for adults participating in daily physical activity
Colon cancer	30% lower risk of colon cancer for adults participating in daily physical activity
Depression	20% -30% lower risk of depression for adults participating in daily physical activity
Dementia	20% -30% lower risk of dementia for adults participating in daily physical activity
Hip Fracture	36% to 68% risk reduction of hip fracture at the highest level of physical activity
Falls	30% lower risk of falls for older adults who participate in regular physical activity

Source: Adapted from Start Active, Stay Active (2011) (Ref 7)

The health improvements with physical activity are often greater than many drugs, and exercise has been called a ‘wonder drug’ or a ‘miracle cure’ (8). Table 2 provides a summary of the evidence of improvement in health with physical activity for those with chronic conditions (9).

Table 2. Evidence of improvement in health with physical activity for those with chronic conditions

Condition	Evidence for improvement
Chronic obstructive pulmonary disease	Physical activity improves cardiorespiratory health. In COPD, exercise training reduces dyspnoea symptoms and increases ability for exertion.



<p><b>Heart disease and/ or Heart failure and/or Angina</b></p>	<p>Studies show clear improvements in cardiovascular health with moderate exercise. There are similar beneficial effects for sufferers of angina. Overall, exercise reduces cardiac mortality by 31%.</p>
<p><b>Hypertension (high blood pressure)</b></p>	<p>Randomised controlled trials show a clear lowering of blood pressure with aerobic training. 31% of patients on average experience a drop of at least 10 mmHg with regular physical activity.</p>
<p><b>Obesity</b></p>	<p>Exercise only has a moderate effect in reducing obesity. Aerobic physical activity has a consistent effect on achieving weight maintenance. Exercise also changes the distribution of fat, by reducing the less healthy visceral [abdominal] fat.</p>
<p><b>Depression</b></p>	<p>A Cochrane review evaluated 30 trials of physical activity as a treatment for depression, showing overall ‘moderate’ improvement.</p>
<p><b>Peripheral vascular disease</b></p>	<p>Exercise leads to a moderate improvement in peripheral vascular disease. Improvements are seen in both pain-free walking time and distance in several studies.</p>
<p><b>Diabetes</b></p>	<p>Exercise has a statistically and clinically significant beneficial effect on glycaemic control and the metabolic state. Exercise works as a treatment modality in both type 1 and type 2 diabetes</p>
<p><b>Osteoarthritis</b></p>	<p>Physical activity improves symptoms of osteoarthritis by 22-83% and does not lead to worsening of this condition. It has benefits in reducing pain (by 25-52%), improving function, improving quality of life and mental health. Others have commented on exercise being weakly effective in osteoarthritis and leading to moderate improvement in low back pain. Exercise increases muscle strength and coordination.</p>

Source: Exercise: The miracle cure and the role of the doctor in promoting it (2015).(Ref 9)

There are many other social, individual and emotional reasons to promote more physical activity. Being active plays a key role in brain development in early childhood (10,11) and is also good for longer-term educational attainment (12). Increased energy levels boost workplace productivity and reduce sickness absence. An active population can even reduce levels of crime and antisocial behaviour (13).



### 2.3 The cost of physical inactivity

It is estimated that the health costs related to physical inactivity in Southend amount to approximately £5m each year, excluding the cost of obesity (14). This equates to £3,054,673 per 100,000 population.

Table 3. Health costs of physical inactivity by disease category in Southend

Disease	Cost
Cancer lower GI	£62,231
Cancer breast	£93,462
Diabetes	£423,671
Coronary heart disease	£4,205,691
Cerebrovascular disease	£208,863
<b>Total</b>	<b>£4,993,917</b>

Source: Sport England Local Sport Profile 2016 (14)

### 2.4 Case studies and quotes from service users

#### Case Study:

Bob wants to stay healthy so he can play with his grandchildren into his old age – and he is praising Southend-on-Sea Borough Council for helping him to do so. The retired builder, was shocked when a health check at his local GP surgery revealed that his Body Mass Index was “through the roof”. His weight was exacerbating a chronic breathing problem and he realised he needed to take some action.

On the advice of the surgery Bob had an informal meeting in The Forum with a one-to-one coach from the Council’s Get Healthy Hub and he jumped at the chance to join the exercise referral and weight management programme. He was offered 12 weeks of subsidised sessions at Southend Leisure and Tennis Centre and 12 weeks of public health-funded weight management sessions.

“It was fantastic to be given this opportunity,” said Bob. “Overeating is a vicious circle and I needed a push to change my lifestyle. I found the discussion groups at the weight management sessions very useful and I have also benefited at the gym from the advice of a



personal trainer for whom I paid.” Bob has kept up his gym sessions beyond the initial 12 weeks, easing himself into physical activity using the recumbent exercise bikes and a cross trainer.

“The help from the Council has been a lifeline to me,” he added. “I have four grandchildren, all girls aged nine, seven, six and two, and I want them to know I will be around to play with them for many years to come.”

**Quotes:**

*“I love the drumming and dancing, I can express myself and it helps to calm me” Disability Capoeira participant*

*“As I have long term depression, this has been wonderful for my health” Active 50+ Festival on the Pier participant*

*“My young person has had the best time during this course. It has been wonderful to see his self-esteem and confidence grow. These sessions have certainly helped to break down barriers with some of our young people and have demonstrated that we listen to them and what they enjoy doing. ” Case Worker for an individual who attended Parkour physical activity programme.*



## 3.0 The Context for Physical Activity

### 3.1 National physical activity policy

Physical activity is firmly in the national spotlight, showing an increasing drive to improve the health of the nation and tackle health inequalities. Recognition of the need to invest in preventative health is growing, focusing on staying healthy and promoting wellbeing.

Over recent years there have been numerous national reports and strategies published which provide detailed background information and evidence on the importance and impact of physical activity. These include:

#### **Start Active, Stay Active: Department of Health, 2011 (7)**

Otherwise known as the UK's Chief Medical Officers' guidelines, this report was aimed at the NHS, local authorities and a range of other organisations that develop services and advocates a partnership approach to increasing physical activity levels across the country. It lists the volume, duration, frequency and type of physical activity required for the UK population to achieve the range of benefits of being active. Its key recommendations are that:

Physical activity should be encouraged from birth, particularly through floor-based play and water-based activities in safe environments. Children of pre-school age who are capable of walking unaided should be physically active daily for at least 180 minutes, spread throughout the day.

All children and young people should engage in moderate to vigorous intensity physical activity for at least 60 minutes and up to several hours every day.

Adults do at least 150 minutes per week of moderate physical activity in bouts of 10 minutes.

#### **Public Health Outcomes Framework: Department of Health 2012 (15)**

This introduces the overall vision for public health as 'to improve and protect the nation's health and wellbeing, and improve the health of the poorest fastest', and includes two key outcomes in which physical activity can play a role in increasing healthy life expectancy and reducing differences in life expectancy.

The indicators that will measure this ambition are:

2.13i Proportion of adults achieving at least 150 minutes of physical activity per week in accordance with UK CMO recommended guidelines on physical activity

2.13ii Proportion of adults classified as 'inactive'



### **Turning the Tide on Physical Inactivity. UK Active. 2013 (16)**

This report provides the first detailed analysis of physical activity both at a national and local level and examines the rate of physical inactivity and impact on premature mortality. The report makes a number of recommendations, including that local authorities should prioritise and resource physical activity programmes to the same level as other top tier public health risks; deliver a local ambition of a 1% reduction in inactivity year-on-year for the next five years; and ensure that their green spaces are developed to make them safe, accessible and integrated into their leisure and physical inactivity strategies.

### **Moving More, Living More: the physical activity Olympic and Paralympic legacy for the nation. Cabinet Office 2014 (17)**

In recognition of the significant opportunities that physical activity offers individuals and society, the aim of this strand of the Olympic and Paralympic legacy is to have a much more physically active nation. It presents three key areas for action:

- Active people – children, young people & families, older people, disabled people and people playing sport
- Active places – workplaces, public health settings within the NHS and travel by walking and cycling
- Active communities

### **Everybody Active Every Day, Public Health England 2014 (6)**

This framework identifies that being active every day needs to be embedded across every community in every aspect of life, which requires creating cultural change.

To deliver this vision requires action at national and local level across four areas:

- Active society: creating a social movement
- Moving professionals: activating networks of expertise
- Active environments: creating the right spaces
- Moving at scale: scaling up interventions that make us active

### **Sporting Future: A New Strategy for an Active Nation. Cabinet Office. 2015 (18)**

This latest strategy looks to redefine nationally what success looks like in sport by concentrating on five key outcomes:

- physical wellbeing
- mental wellbeing
- individual development
- social and community development
- economic development.



This new approach includes a new system of measurement, replacing the current Active People Survey with Active Lives. It will measure how active people are overall rather than how often they take part in any particular sport and a new set of key performance indicators will be used to test progress towards the five key outcomes.

### **Sport England: Towards an Active Nation Strategy 2016-2021 (19)**

In response to 'Sporting Future', this document provides the strategic direction and guidance for future investment. There is a new focus on tackling inactivity through direct investment and improving the knowledge and practice of behaviour change of the physical activity sector. The document outlines seven key areas for future investment:

- Tackling inactivity
- Children and young people
- Volunteering
- Taking sport and activity to the mass market
- Supporting sports core market
- Local delivery
- Facilities

### **3.2 National picture: the extent of the problem**

Physical activity behaviour should be an integral habit within our daily lives.

However, national statistics from the Health Survey for England (20) identify that:

33% of men and 45% of women are not active enough for good health

19% of men and 26% of women are 'physically inactive'

21% of boys and 16% of girls aged 5-15 achieve recommended levels of physical activity

23% of girls aged 5-7 meet the recommended levels of daily physical activity, by ages 13-15 only 8% do

47% of boys and 49% of girls in the lowest economic group are 'inactive' compared to 26% and 35% in the highest

#### **In addition:**

Only 18% of disabled adults regularly take part in sport compared to 39% of non-disabled adults (21)

Walking trips decreased by 30% between 1995 and 2013 (22)

64% of trips are made by car, 22% are made on foot and 2% are made by bike (22)



### 3.3 What works to increase physical activity

The evidence shows that inactivity is an entrenched problem. Positive change needs to happen at every level and should be measurable, permanent and consistent. NICE have issued evidence-based guidance to inform practice, but to achieve the desired impact it needs to be implemented on a major scale and with long-term planning.

#### Existing NICE guidelines include:

PH6 2007	Behaviour change: the principles for effective interventions
PH8 2008	Physical activity and the environment
PH13 2008	Promoting physical activity in the workplace
PH17 2009	Promoting physical activity for children and young people
PH41 2012	Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation
PH42 2012	Obesity: working with local communities
PH44 2013	Physical activity: brief advice for adults in primary care
PH49 2014	Behaviour change; individual approaches
PH54 2014	Exercise referral schemes to promote physical activity

Much of this guidance is about maximising the potential of the many assets we already have and using streets, parks, leisure facilities, community halls, and workspaces, and thinking differently about how we commission and plan public services.

Many aspects of this guidance have also helped to inform the key areas of the vision for 'Everybody Active, Every Day' (6), but interventions need to be based on local community needs.

## 4.0 Physical activity profile of Southend

### 4.1 Southend - the place

Southend is 16 square miles in size and is one of the largest conurbations in the East of England. Excluding the London boroughs, Southend is the eighth most densely populated area in the United Kingdom, with 42.10 people per hectare compared to a national average of 16.84 per hectare (2013 mid-year population estimates).

The population of Southend is currently 177,900 (mid 2014, population estimate). Southend has an ageing population with 18.7% of people aged 65 and over, which is higher than the national average of 17.3%. The proportion aged 17 and under is 21.5%. The population is predicted to increase, the greatest increase will be in the over 65 year age group.





Deprivation in Southend is higher than average, and overall Southend is ranked as the 190th most deprived out of 363 local authorities in England, and about 21.7% (7,200) children live in poverty.

Southend has a predominantly white British population 87.03%, with a small but increasing BAME population.

Life expectancy for both men and women is similar to the England average. However, there are significant health inequalities in the borough, with an 11.1 year gap in life expectancy for men and 10.0 years for women in the most deprived areas of Southend than in the least deprived areas.

In Southend, the adult excess weight prevalence (overweight and obese) is 66.8%, which is 2.2% higher than the national average of 64.6% and 1.2% higher than the regional average of 65.6%.

The childhood excess weight prevalence (overweight and obese) in 4-5 year olds is 21.9%, which is the same as the national average, but higher than the regional average (20.7%). For children aged 10-11 in Southend, excess weight prevalence is 32.2%, which is slightly below the national average (33.2%), but 1.5% higher than the regional average (30.7%).

### **Levels of physical activity in Southend**

Southend currently falls below the national (57%) and regional average (57.8%) with the latest figures suggesting that just 52.1% of adults achieve at least 150 minutes of moderate activity per week in accordance with the CMO guidelines.

The latest figures also highlight that 29.2% of adults in Southend are classed as 'physically inactive' and undertake less than 30 minutes of at least moderate intensity physical activity per week ( compared to 27.7% nationally and 25.9% regionally).

### **4.2 Southend: assets and opportunities for physical activity**

Southend has a wealth of assets that present opportunities to support everyone in the borough to be more physically active. These include:

**Southend Pier** – a local icon, the longest pleasure pier in the world which stretches 1.33 miles out into the Estuary providing perfect conditions for walking.

**Seafront** – Southend has 7 miles of seafront, with eight beaches. 4 of the beaches have been ranked 'excellent' in the prestigious Blue Flag awards.



**Three Shells Lagoon** – a planned seafront development to construct an artificial lagoon to provide a safe swimming area.

**4 Local Authority owned leisure centres including 3 public swimming pools –**

Chase Sports and Fitness Centre, Belfairs Swim Centre, Shoeburyness Leisure Centre and Southend Leisure and Tennis Centre including Southend Swimming and Diving Centre at Garon’s Park. The centre is a World Class diving facility and was used by the British Olympic Diving Team as their pre-games training site for the 2012 London Olympics. The leisure operator is required to deliver sports development across the Borough, increasing physical activity opportunities for a range of target groups. Exercise referral is delivered at Southend Leisure and Tennis Centre and currently provides tailored exercise programmes for those referred from their GP with long term conditions or at high risk of long term conditions .

**Cycling Town** - 3 years as a Cycle Town has left a legacy of improved cycling infrastructure and additions to the national cycling network such as the Prittlebrook Cycle Path and the seafront cycle route. There is also improved cycle parking at all schools, colleges and the university, many workplaces, the town centre, parks and sports centres and local shopping areas.

**Ideas in Motion** – a distinct brand and website to promote sustainable transport options including walking and cycling.

**Shared space** infrastructure for traffic calming and to encourage walking and cycling. This includes the award-winning City Beach and Victoria Gateway Plaza.

**Water sports** - seven miles of seafront provide ideal conditions for water sports including sailing, wind surfing, kite surfing, jet skiing, kayaking as well as swimming and the seaside favourite –paddling.

**Parks and Green Spaces** – over 1,000 acres of parkland and green space which includes 5 Green Flag Award winning parks and offers various physical activity opportunities including multi-use game areas, children’s play areas and outdoor gym equipment.

**18 hole ‘pay and play’ public golf course** at Belfairs Park. There is also a 9-hole Pitch ‘n’ Putt course.

**283 acres of public pitches, courts and greens:** bowling greens, cricket squares, football and rugby pitches, croquet lawns, pitch and putt, basketball courts, cricket nets, tennis court and a synthetic turf pitch, as well as a variety of school sports facilities.



**Private and community** provision including: 75 acres of private sport and leisure facilities, there are number of private leisure providers across the town which include private gyms and fitness centres, sports clubs, dance schools, martial arts clubs.

**Effective volunteer workforce** supporting delivery of many physically active sport and leisure activities.

**A Better Start** National Lottery funded programme supporting system transformation to shift focus towards prevention in children 0-3 years. Increasing physical activity can support focused outcomes for social and emotional development in the targeted wards.

**Two School Sports Partnerships** provide a range of sport and physical activities in school settings across the borough, the partnership also provides continuing professional development opportunities for teachers in sports and physical activity.

**Active Southend** is a community network of physical activity and sport providers. The organisation funded solely by external funding grants delivers a range of projects to increase physical activity levels in the borough. Examples of these programmes include: walking football for older people, dodgeball for young adults and a disability focused multi-sport/activity project.

**External Funding** the Council is proactive in identifying funding opportunities to support sporting and physical activity initiatives – these include the Active Women project funded by Sport England over three years to provide sporting and physical activity opportunities for women in six wards across the town in community locations. The Council has also worked in partnership with other organisations to draw in funding for a range of activities such as disability cycling and dodgeball.

### 4.3 Links with other local strategies

The main local drivers for change are:

**In-depth Scrutiny 2014-15. How the Council assists and excites individuals and community groups to achieve healthier lifestyles** – envisages a town:

- where people engage with each other through activity
- whose people live longer more active lives
- with reduced inequalities in life expectancy and improved quality of life



**Southend Health and Wellbeing Strategy** – has nine ambitions for the Southend populations health and wellbeing, including:

- a positive start in life
- promoting healthy lifestyles
- improving mental wellbeing
- living independently
- active and healthy ageing

**Southend-on-Sea Health & Wellbeing Strategy 2015 - 2016 Refresh**

Introduction of three broad impact goals, including: ‘increased physical activity’

**Southend-on-Sea Health System Strategic Plan 2014-19** - has a focus on prevention and introduces five system objectives including:

- our children to have the best start in life
- encourage and support local people to make healthier choices
- reduce the health gap between the most and least wealthy

**Southend Children and Young People’s Plan 2015/16** – has six priority areas including: ‘supporting young people and families to live healthy lifestyles’

**Southend Local Transport Plan 3 Strategy Document 2011 – 2026** – aims to tackle health inequalities by increasing the number of adults and children who walk and cycle for work, education and leisure

**Southend Parks and Green Spaces 2015 – 2020** – recently published and aims to provide recreation and sports facilities to encourage active, healthy lifestyle and increase participation in sport and leisure

**Southend Sport & Leisure Strategy 2013 – 2020** - aims to provide a framework for sports and leisure provision; in particular focusing on increasing participation in sport and leisure as well as promoting the health and social inclusion benefits of sport and leisure to encourage lifelong participation.



## 5.0 Delivering the strategy

### 5.1 Implementation, monitoring and evaluation

This five year strategy highlights the importance of increasing physical activity levels for the health and wellbeing of the population and identifies the key measures that will be needed within Southend to achieve increased levels of activity.

Whilst all agencies, working in partnership, have a role to play, effective leadership and coordination of effort is needed. The action plan will be led and monitored by a Southend Physical Activity Strategic Partnership consisting of officers from appropriate teams across the Council and the organisations that have been involved in developing the strategy. The Strategic Partnership will report its progress to the Active Southend Network, which consists of a much wider range of organisations and individuals that have a role to play in delivering activity across the borough.

The Strategic Partnership will report its progress on an annual basis to the Southend Health and Wellbeing Board which will have oversight of the implementation of the plan.

It is proposed that the two physical activity indicators in the Public Health Outcomes Framework, are used as the headline key performance indicators to monitor the overall outcome of the physical activity strategy. These two indicators will be updated on an annual basis through the Active Lives Survey.

KP1: By 2021, achieve at least a 2.5% increase in adults being active for 150 mins per week

Baseline (2014): 52.1% Target: 54.6%

(Baseline 2014: England 57%, East of England 57.8%)

KPI 2: By 2021, achieve at least a 2.5% decrease in adults not being active for at least 30 mins/week

Baseline (2014): 29.2% Target: 26.7%

(Baseline 2014: England 27.2%, East of England 25.9%)

A number of other KPIs will be developed as part of further detailed action planning work. This strategy will also contribute to a number of other Public Health Outcomes Framework indicators including:

PHOF 0.1 Life Expectancy/Healthy Life Expectancy

PHOF 0.2 Inequalities in Life Expectancy/Healthy Life Expectancy

PHOF 1.09 Sickness absence

PHOF 2.12 Excess weight in adults

PHOF 2.24 Injuries due to falls in people aged 65 and over



## 5.2 Southend Physical Activity Strategy Action Plan

Action	Description	Timescale/ issues/ requirements	Lead	Outcome/Output	Impact of Action / What does success look like	Progress
1	Complete physical activity / physical inactivity needs assessment to identify at risk populations	On-going	Public Health / Planning	Completed needs assessment A detailed understanding of the main groups at risk from physical inactivity	Improved intelligence of most inactive populations in Southend and how we access them. This will be used to inform future commissioning and marketing approaches	
2	Set up a multi-agency Southend Physical Activity Strategic Partnership to deliver this strategy to complement the operational work of Active Southend	June 2016	Public Health/ Culture	An effective mechanism for engaging key strategic partners	Multi-agency group to deliver the action plan. System-wide responsibility for increasing physical activity	
3	Develop guidance for providers to utilise physical activity as a method of delivering social value within new and existing contracts	October 2016	Public Health and other commissioning and Procurement teams	Guidance document produced Providers delivering activities which enhance social value	Improved social value of SBC procurements and spend. More physical activity related social value commitments by providers	
4	Include a Physical Activity related action in each service plan across SBC	March 2017	All SBC Departments	Further develop SBC as a Public Health organisation	All relevant SBC services supporting increased physical activity levels in a variety of ways	
5	Include a "Public Health Impact" subheading for consideration within all board papers (Southend on Sea Borough Council)	March 2017	All SBC Departments	Consider the public health implications of all policy and strategic decisions	Public Health impact considered within all decision making	



Physical Activity Strategy  
2016 - 2021

6	Continue the implementation of the Parks and Open Spaces Strategy and Sports & Leisure Strategy	On-going	Culture / Public Health	Increased opportunities to be physically active	Ensure that the strategies have maximum impact to increase physical activity
7	Work with partners to develop a marketing plan for physical activity to maximise impact This will include existing websites and campaigns e.g. - Active Southend, SHIP - Leisure Provider Marketing Plan - Public Health England campaigns such as Change4Life (children and families) and One You (adults 18+) - Rio Olympics and other national and international events	On-going	Public Health/ Culture/ Communications	Increased awareness & accessibility of local Physical Activity opportunities	Increased awareness of existing and new opportunities (both privately and public funded), to be physically active amongst the Southend-on-Sea population
8	Develop and implement Active Southend work plans to increase community based physical activity opportunities	On-going - Annual	Culture / Public Health	Improve the offer of physical activity opportunities across the Borough	Increased number of externally funded physical activity programmes in Southend
9	Mobilisation of the new Lifestyle Hub contract including the health trainer service that can support access to physical activity opportunities. The service will support physical activity programmes including; Exercise Referral, Postural Stability, Dance for Health and Social Prescribing	October 2016	Public Health	Improve pathways to physical activity opportunities, delivery of good quality motivational interviewing and support to increase physical activity.	Increased number of inactive people entering physical activity interventions



## Physical Activity Strategy 2016 - 2021

10	Increase active and sustainable travel through the Ideas in Motion campaign	On-going	Sustainable Transport	Creation of an environment that supports active travel	Increased number of people travelling in an active and sustainable way	
11	Work in partnership to review & Implement new guidance from <ul style="list-style-type: none"> <li>“Building the foundations: Tackling obesity through planning and development” re: physical activity elements of designing physical activity into towns as part of tackling obesity</li> <li>Sport England’s “10 Principles of Active Design”</li> </ul>	March 2017	Planning/ Public Health	Creation of environments that support physically active lives	Improved consideration of the impact of planning and development design on population physical activity levels	
12	Develop locally relevant ‘Southend Active’ Design Guidance based on National Guidance including maximising section 106 impact	March 2017	Planning/ Public Health	Creation of environments that support physically active lives	Improved consideration of the impact of planning and development design on population physical activity levels	
13	Use ‘Southend Active’ guidance to influence other regeneration and new build projects to reduce barriers to physical activity, including improving perceived safety of areas.	On-going	Planning/ Public Health	Creation of environments that support physically active lives	Improved consideration of the impact of planning and development design on population physical activity levels	
14	Optimise the Queensway development to be an exemplar site "designing for people and physical activity"	March 2017	Planning/ Public Health	Creation of environments that support physically active lives	Best practice examples for other developments (both in and out of the borough) to follow, improving physical activity levels of tenants	
15	Deliver Continuing Professional Development for relevant health,	On-going	Public Health	Increased knowledge of the benefits of physical activity	Increased number of brief interventions and	





Physical Activity Strategy  
2016 - 2021

	education, and social care professionals re: benefits and importance of physical activity, adjustments for special populations (diabetes, asthma) and local services and facilities			& dangers of sedentary behaviour and opportunities available for service users.	signpost/referral into physical activity opportunities	
16	Delivery of Making Every Contact Count to deliver physical activity brief interventions across all appropriate public facing organisations including NHS (incoming standard NHS contract for brief interventions?)	On-going	Public Health / Lifestyle Hub Provider	Increased number of good quality brief interventions for physical activity. Increased referral into physical activity services	Increased number of brief interventions and signpost/referral into physical activity opportunities	
17	Engage with businesses to explore innovative physical activity opportunities and increase sign up to physical activity pledges for the Public Health Responsibility Deal amongst Southend-on-Sea Organisations	On-going	Public Health	Improved staff health and wellbeing in Southend-on-Sea businesses.	Increased number of employees in Southend-on-Sea supported to be physically active in the workplace	
18	Social Marketing for new lifestyle hub including Physical Activity	On-going	Public Health/ Lifestyle Hub Provider	Increased awareness & accessibility of the lifestyle hub & associated services	Increased awareness of physical activity opportunities	
19	Further develop settings based approaches to increase physical activity and reduce sedentary behaviours e.g. Public Health Responsibility Deal, Healthy Schools, Healthy Early Years, School Sports Partnerships	On-going	Public Health	Opportunities for physical activity are increased	Increased opportunities to be physically active in early years settings, schools and workplaces	
20	Develop a network of physical activity champions in primary care	On-going	Public Health/Southend CCG	Each Southend practice has a physical activity champion	Increased knowledge of benefits of physical activity and pathways to support increased physical activity levels	



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## Appendix 1 Chief Medical Officer (CMO) Physical Activity Guidelines 2011

In July 2011, The Chief Medical Officers (CMOs) of England, Scotland, Wales and Northern Ireland published new guidelines for physical activity. The report emphasised the importance of physical activity for people of all ages and also highlights the risks of sedentary behaviour. The recommendations for different age groups are as follows:

### EARLY YEARS (under 5s)

Physical development involves providing opportunities for babies and young children to be active and interactive and to improve their skills of coordination, control, manipulation and movement. Children should be supported in developing an understanding of the importance of physical activity.

Physical activity should be encouraged from birth, particularly through floor-based play and water-based activities in safe environments.

Children of pre-school age who are capable of walking unaided should be physically active daily for at least 180 minutes (3 hours), spread throughout the day.

All under 5s should minimise the amount of time spent being sedentary (being restrained or sitting) for extended periods (except time spent sleeping).

### CHILDREN AND YOUNG PEOPLE (5–18 years)

All children and young people should engage in moderate to vigorous intensity physical activity for at least 60 minutes and up to several hours every day.

Vigorous intensity activities, including those that strengthen muscle and bone, should be incorporated at least three days a week.

All children and young people should minimise the amount of time spent being sedentary (sitting) for extended periods.



### ADULTS (19–64 years)

Adults should aim to be active daily. Over a week, activity should add up to at least 150 minutes (2½ hours) of moderate intensity activity in bouts of 10 minutes or more – one way to approach this is to do 30 minutes on at least 5 days a week.

Alternatively, comparable benefits can be achieved through 75 minutes of vigorous intensity activity spread across the week or a combination of moderate and vigorous intensity activity.

Adults should also undertake physical activity to improve muscle strength on at least two days a week.

All adults should minimise the amount of time spent being sedentary (sitting) for extended periods.

### OLDER ADULTS (65+ years)

Older adults who participate in any amount of physical activity gain some health benefits, including maintenance of good physical and cognitive function. Some physical activity is better than none, and more physical activity provides greater health benefits.

Older adults should aim to be active daily. Over a week, activity should add up to at least 150 minutes (2½ hours) of moderate intensity activity in bouts of 10 minutes or more – one way to approach this is to do 30 minutes on at least 5 days a week.

For those who are already regularly active at moderate intensity, comparable benefits can be achieved through 75 minutes of vigorous intensity activity spread across the week or a combination of moderate and vigorous activity.

Older adults should also undertake physical activity to improve muscle strength on at least two days a week.

Older adults at risk of falls should incorporate physical activity to improve balance and co-ordination on at least two days a week.

All older adults should minimise the amount of time spent being sedentary (sitting) for extended period.

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# Southend-on-Sea Borough Council

Agenda  
Item No.

**26**

## Report of Chief Executive

to  
**Cabinet**

on  
**28 June 2016**

Report prepared by the Chief Executive

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### Proposed Amendments to Senior Management and Departmental Arrangements

**Relevant Scrutiny Committee: Policy & Resources**  
**Executive Councillor: Councillor John Lamb**  
**Part 1 Public Agenda Item**

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#### **1. Purpose of Report**

This report seeks approval for amendments to the senior management structures and departmental arrangements to reflect continuing reductions in staff numbers, budget pressures and the need to consolidate the public health service in the wider Council structure.

#### **2. Recommendations**

- 2.1 It is recommended that Cabinet supports the proposed amendments to the senior management numbers and structures and, subject to no substantive adverse response to consultations, delegates implementation of the proposals to the Chief Executive in consultation with the Leader of the Council.
- 2.2 That the Chief Executive be delegated the authority to make the necessary adjustments to responsibilities and duties as a result of these changes and that appropriate amendments be made to the Constitution to reflect the new senior management structure once implemented.
- 2.3 Note that the Chief Executive will bring forward a second report in the Autumn to address the outcome of the review of the public health function and to address other structural issues to facilitate recruitment and retention and succession planning.

#### **3. Background**

##### **3.1 The Current Senior Management Structure**

The current senior management structure was approved and put into place in 2006. When approved the structure consisted of 20 officers – the chief executive, four

corporate directors and fifteen heads of service, together with a joint appointment with the PCT for the Director of Public Health. This structure replaced one comprising the chief executive, six directors and 17 assistant directors.

In 2006 this senior management structure was one of the slimmest in English unitary councils and has remained so since. The structure has been slimmed since 2006, firstly in 2008 with the deletion of the post of Head of Revenues and its services absorbed within the post of Head of Finance & Resources. The structure was reduced again in 2012 with the deletion of the post of Head of Policy and Performance and the functions transferred to other heads of service. The senior management arrangements were last amended in 2013 when the Corporate Director for People replaced the previous two Director positions responsible for Children and for Adults. The Public Health function was also incorporated into the Council, from the NHS, at that time.

The senior management arrangements have operated effectively, delivering consistent improvements in service. Whilst each of the corporate directors leads a group of linked services each also contributes to the management and delivery of corporate activities. Heads of service are also expected to make similar contributions.

The current structure comprises two outward facing service based departments and one department which delivers both customer facing services and corporate support for the whole operation. The Director of Public Health currently reports to the Chief Executive.

In line with other upper tier councils, the director roles are corporate, leading a range of services, and not tied to specific disciplines. The statutory roles of monitoring officer and chief finance officer are specified at head of service level and have direct reporting lines to the chief executive as head of paid service. The membership of the chief executive's Corporate Management Team comprises the chief executive, the three corporate directors, Head of Legal & Democratic Services (the monitoring officer), Head of Finance & Resources (the chief finance officer), the Head of People & Policy, and the Director of Public Health.

The chief executive has, over the years, monitored the scale and capacity of the senior management structure to ensure that it is capable of delivering the appropriate management and leadership for the organisation in line with service pressures, outside advice and requirements and the need to address and deliver against corporate pressures such as current financial contractions.

At an establishment of 18, including public health, the current senior management capacity remains at a very competitive size in comparison with other English unitary and metropolitan councils.

This paper, and its recommendations, is brought forward now for two reasons:

- in recognition of the continuing reduction in overall staff numbers as a result of successive Government Spending Reviews and the continuing pressures and the need to make savings.
- To reflect the recommendations from the Peer Review of Public Health, carried out last Autumn, and to embed more effectively the public health service within the Council.



This paper, and one to follow in the Autumn, is also designed to start to address issues of retention and succession planning as advised in the Corporate Peer Review of 2015.

These recommendations reflect practice in some other upper tier councils. These recommendations are tempered by the need to maintain both clear specialist leadership and also overall management capacity to adequately identify and deliver the increasingly demanding and time consuming corporate fiscal and service challenges. If approved and delivered the senior management structure will, again, be one of the leanest in English upper tier local government.

### **3.2 The proposed revised structure**

It is proposed that the current post of Corporate Director of Corporate Services be deleted and that the Chief Executive assume line management responsibility for the range of services currently delivered by the department.

It is also proposed that the Public Health service be reviewed and redesigned to reflect the recommendations of the 2015 Peer Review of Public Health, to rationalise the commissioning and data management functions, and to ensure a core structure which best reflects the statutory roles and focuses on the specific needs of the borough. This review will further develop the opportunities for public health to provide leadership and integration within the Council and plan and cope with recent and pipeline reductions in available resources.

Given the significant challenges currently being experienced, particularly driven by funding reductions, and the known continuing funding and service challenges to be faced over coming years, these recommendations are designed to minimise structural and operation disruption which would be caused by wholesale redesign (and which is not proposed as necessary in any case) and also to maintain sufficient senior corporate capacity to lead and drive and manage the changes and savings without undue risk to services. The challenges facing the Council will drive the need for continuing transformation to ensure that we are fit for the future. Therefore, as these recommendations are implemented there will be a need to consider the implications for the effective and continuing corporate leadership and advice on major corporate projects and activities, organisational development and morale, finances, and planning for retention and succession.

These proposals, whilst properly reflecting the overall reduction in capacity of the organisation and maintaining equity and proportionality in staffing reductions, will reduce the capacity and resilience of the senior leadership team. In supporting these recommendations the Council must pay heed to the need to review the way it operates, the expectations it places on officers, the working partnership between officers and Members, and the need for clear Member support for their officers. The current programme and debate on the future role for the Council and the town gives the opportunity to develop new approaches to reflect this continuing reduction in overall capacity.

A further report, to be brought forward in the Autumn will consider how to bolster leadership capacity in middle management to support these revised arrangements,

and also to provide career development opportunities which will help address talent retention and progression as well as allow for succession planning.

Future reports will also need to consider how the Council will manage proposed changes to its responsibilities for education and for further integration with health functions.

The proposed structure will comprise:

1. Chief Executive & Town Clerk

This post will be supported by:

Head of People & Policy  
Head of Legal & Democratic Services (Monitoring Officer)  
Head of Finance & Resources (Chief Financial Officer)  
Head of Customer Services

2. Corporate Director for People (comprising the statutory roles of director of children's service and director of adult social services)

This post will be supported by:

Head of Children's Services  
Head of Adult Services and Housing  
Head of Learning (bringing together all child and adult education)  
Joint Associate Director of Integrated Care Commissioning

3. Corporate Director for Place

This post will be supported by:

Head of Planning & Transport  
Head of Public Protection  
Head of Economy, Regeneration & Tourism  
Head of Culture

The Director of Public Health and the public health functions will be incorporated within these arrangements following the proposed review.

## 4. Other Options

### 4.1 There are other options which could be considered.

Given the slim and competitive current senior management structure the Council could decide to not amend and reduce the number of senior management posts, allowing continued capacity to address and deliver the

challenges facing the Council. This alternative option would, however, not reflect the continued reduction in staffing overall within the Council as a result of financial challenges.

The Council could decide to not review and refresh the public health function but this would not address the recommendations of the Peer Review and would not properly ensure the targeted and effective functioning of the service.

The Council could carry out a complete review of the entire senior leadership structure but this is not, in my opinion, necessary, and would cause unnecessary and potentially damaging uncertainty and disruption to the delivery of services. A wholesale review would also ignore that the current and proposed structures reflect best practice across unitary councils.

## **5. Reasons for Recommendations**

- 5.1 The Council last approved alterations to the senior leadership team and structure in 2013. Since that time the Council has continued to experience marked reductions in its finances and has approved budgets which have continued to reduce the overall staff complement. The Council has also incorporated the public health function, transferred from the NHS, and has allowed it to embed within the organisation. The Council invited the Local Government Association to carry out Peer Reviews into the corporate operations of the Council, and into the functioning of its public health function in the Autumn of 2015. These recommendations are intended to ensure that the overall reductions in staffing are also appropriately reflected in the senior structure, that the peer review recommendations to review and resite the public health function are carried through, that specific activities within the public health function which relate to similar activities elsewhere in the Council are better aligned, and in a report to come forward in the Autumn, that the Council begins to address issues of retention and succession.

## **6. Corporate Implications**

### **6.1 Contribution to Council's Vision & Corporate Priorities**

This report particularly addresses the goal to ensure that the Council continues to be an excellent organisation, ensuring equity of approach to staffing, financial stewardship, service delivery and planning for the future.

### **6.2 Financial Implications**

The implementation of these recommendations will incur one-off costs relating to the deletion of the post of Corporate Director, and the possibility of some additional one-off costs as a result of the review and potential restructuring of the public health function. These costs will be offset by staff cost savings resulting from the reviews. It is proposed to fund these one-off costs from the transformation reserve.

### 6.3 Legal Implications

The Head of Paid Service is charged with advising the Council on the appropriate resources and structures needed to deliver statutory functions and the Council's own priorities.

These proposals do not affect the legal requirements for employing a Director of Public Health and delivering a public health service.

### 6.4 People Implications

This report is intended to minimise the overall disruption to staff and service delivery. These proposals will however, if implemented, make one post redundant and will have implications for a number of posts and the allocation of responsibilities in Public Health. The Council's HR policies will apply in the production of proposals for consultation and in managing any resultant implications.

### 6.5 Property Implications

There are no property implications.

### 6.6 Consultation

Consultation will be carried out following the decision by the Cabinet on the proposals in this paper.

### 6.7 Equalities and Diversity Implications

This proposal will, if implemented, reduce the gender balance on the senior leadership team. There may be some other adjustments to balance following the refresh of the public health function but appropriate equality and diversity assessments will be undertaken as part of that review.

### 6.8 Risk Assessment

There are risks associated with the proposals contained within this report.

Reducing the senior leadership team complement by one director will reduce the overall capacity to provide leadership, management and resilience in what is already a small leadership team. Risks will arise in the identification, planning and delivery of the corporate and service budgets and in the management of corporate initiatives. These issues will need to be offset by a reprioritisation of workloads across the leadership team, and by councillors; by proposals to be brought forward in the Autumn to bolster middle management; and by the occasional and selective use of specialist advice.

Reviewing and refreshing the public health function may have short term implications for staff morale and focus but these should be offset by a service better prepared and more resilient to the reductions in resources, better co-ordination and integration with other council and health functions and a clearer

leadership focus and prioritisation. Involvement by the regional leads for Public Health England will help minimise disruption.

#### 6.9 Value for Money

The current senior leadership structure is one of the leanest in unitary local government and, as a result, provided excellent value for money. The Council regularly carries out a market review of the competitiveness of its senior salaries and this evidences that the current structure, and consequently the proposed structure, provides value for money.

The Review and refresh of the public health functions and structure will focus the available resources on statutory requirements and local priorities, ensure that particular activities will be aligned with similar activities in other parts of the Council, and address the funding reductions intimated by Government.

#### 6.10 Community Safety Implications

Any community safety responsibilities associated with the affected roles will be aligned to the proposed revised management arrangements.

#### 6.11 Environmental Impact

There is no environmental impact from these proposals.

### **7. Background Papers**

7.1 The background papers which inform this report are the Corporate Peer Review report, produced and provided to the Council by the Local Government Association in October 2015, and the Public Health Peer Review report produced and provided to the Council by the Local Government Association in October 2015.

### **8. Appendices**

8.1 There are no appendices to this report.

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## **CABINET**

Tuesday, 28<sup>th</sup> June 2016

### **COUNCIL PROCEDURE RULE 46**

The following action taken in accordance with Council Procedure Rule 46 is reported. In consultation with the appropriate Executive Councillor(s):-

#### **1. The Corporate Director for Corporate Services authorised:**

1.1 Elm Road Development Brief

As a result of various changes in circumstance in the area of the Elm Road Development Brief and in consideration of feedback from the latest public consultation, the brief not to be adopted or progressed and will carry any weight as an planning document.

1.2 Lease of 21 Pier Arches, Pier Approach, Southend-on-Sea

The letting of the above-mentioned property on the terms agreed between the parties as detailed in the confidential sheet.

#### **2. The Corporate Director for People authorised:**

2.1 West Leigh Junior School

Approval of the arrangements with the Portico Academy Trust in respect of the West Leigh Junior School converting to Academy status on 1<sup>st</sup> April 2016.

2.2 Porters Grange Primary School and Nursery

Approval of the arrangements with the Portico Academy Trust in respect of the Porters Grange Primary School and Nursery converting to Academy status on 1st April 2016.

2.3 Extension to South Essex Homes Management Contract

Pursuant to Minute 403 of Cabinet held on 10<sup>th</sup> November 2015, approval of the Heads of Terms forming the basis of the discussions with South Essex Home and any appropriate amendment to the management Agreement.

#### **3. The Corporate Director for Place authorised:**

3.1 Application to the Sustainable Transport Transition Year 16/17 Revenue Fund

The submission of a bid for funding from the above-mentioned DfT fund to support the capital programme aimed at sustainable transport choices to and from the JAAP area, Town Centre and Southend Airport together with continuing the award winning work of the Ideas in motion behavioural change campaign.

3.2 Response to the Draft Thurrock Local Plan Consultation (February 2016)

Approval to formally respond to the above-mentioned consultation as a neighbouring authority within the statutory time period concluding on 7<sup>th</sup> April 2016 and to be continually involved throughout the plan-making process as part of the Duty to Co-operate.

3.3 Response to the Draft Basildon Local Plan Consultation (January 2016)

Approval to formally respond to the above-mentioned consultation as a neighbouring authority within the statutory time period and to be continually involved throughout the plan-making process as part of the Duty to Co-operate.

3.4 Response to the Lower Thames Crossing Consultation

The content and submission of the Council's response to the above-mentioned consultation



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