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1.0 Description of the site and surrounding area

Site Description

- 1.1 The application site comprises an irregularly shaped area of largely undeveloped land of 18.39 hectares, to the north-east of Southend-on-Sea, stretching between the A1159 through Fossetts Way to Smither's Chase.
- 1.2 The site is a mix of established land uses. The south-eastern parcel is occupied by Southend United FC as a training centre and pitches. To the north and west lie extensive areas of former farmland now scrub and rough grassland used informally for dog walking. Further to the west is small area of informal car parking at the rear of the fire station where the application boundary overlaps with a small section of the redundant Cecil Jones Academy playing field.
- 1.3 To the north of the site Fossetts Way connects Eastern Avenue to Temple Farm Industrial estate, beyond which is open land on which the Club's proposed new training ground will be built, open agricultural land within Rochford District Council's administrative area. The combined application sites amount to approximately 27 hectares.
- 1.4 At present there is little built form on the site with the exception of the existing SUFC training buildings next to Eastern Avenue. Buildings associated with the former agricultural holding known as Fossetts Farm have been demolished. Two areas of existing parking are located within the site, one around the training ground building, and a second to the rear of the fire station which serves users of the Jones Memorial Ground and Cecil Jones Academy disused playing field. The existing buildings on site are of no architectural merit.
- 1.5 The majority of the Fossetts Farm site is comprised of Grade 3b (moderate) quality former agricultural land with some part comprising of Grade 2 former agricultural land.
- 1.6 There are no Tree Preservation Orders within or immediately adjacent to the site and internal tree cover is sparse and inconsequential with the exception of two Category A trees. The most prominent tree lines form the border with Waitrose and its car park and the Crematorium. There is also a mix of saplings, overgrown hedgerow and a scatter of tree species along the boundary with Jones Memorial Ground and individual trees along the frontage of the existing SUFC training ground to Eastern Avenue.
- 1.7 The application site does not include any listed buildings. However, the site lies adjacent to the Scheduled Monument (SM) known as Prittlewell Camp, which comprises the remains of a late Bronze Age or early Iron Age hillfort and which consists primarily of a circular earth mound and Green Lane. A WWII Pillbox is positioned at the Fossetts Way end of the Green Lane path.
- 1.8 A high pressure pumped foul sewage drain crosses the application area with a restrictive easement. This presents a constraint to development that has influenced the proposed site layout.
- 1.9 The SSBC Core Strategy (Policy KP1) designates the Fossetts Farm site as a Priority Urban Area (PUA) to meet the future economic needs of the Borough during the plan period. Policy KP1 also specifically supports the relocation of Southend United Football Club to the Fossetts Farm area. The DMD Policies

Map (2015) shows the northern part of the application site as 'white land' or undesignated, the middle section as designated Green Belt (KP1, CP4) and protected Green Space (KP2, CP4, CP7), and the southern section also as protected Green Space and white land.

1.10 A full account of the implications arising from these policies is provided within Section 6 of this report whilst **Appendix 2** provides a review of the application proposals against relevant development plan policy.

1.11 Topographical data shows that the ground level ranges from approximately 26mAOD in the south to approximately 10mAOD in the north, whilst the level generally slopes towards the north-west of the site. The site has not been identified to have elevated flood risks from any sources.

1.12 The Fossetts Farm Site is bounded by Fossetts Way to the north and east, Eastern Avenue (A1159) to the south, and Sutton Road to the west. The dual-carriageway stretch of Eastern Avenue south of the Site lies between two roundabouts at the junctions of Eastern Avenue/Sutton Road and Eastern Avenue/Fossetts Way. The development Site is opposite two residential roads, Bournemouth Park Road and Weybourne Gardens, which run north-south from Eastern Avenue. Bournemouth Park Road connects Eastern Avenue to Southend town centre to the south.

1.13 The development Site is located within a reasonable walking distance of local amenities including the Waitrose superstore and nearby retail park, the Victory Sports Ground and Prittlewell National Rail station. Pedestrian footways are provided on the south side of Eastern Avenue between Sutton Road and Fossetts Way, generally of 3m to 4m in width. There are no footways present on the north side of this stretch of Eastern Avenue. On Fossetts Way, 3m wide pedestrian footways are provided on either side of the carriageway between Sutton Road and Eastern Avenue. Sutton Road has 2m wide footways on both sides of the carriageway. There is a 5.5m grass verge buffer between the western Sutton Road footway and the carriageway.

Site Surroundings

1.14 Land uses surrounding the site include a mix of industrial, residential, retail food and non-food, crematorium, as well as recreational grounds and open spaces including:

- Southend Crematorium to the west;
- Sutton Road industrial estate with Fire Station to the west;
- Jones Memorial Recreational Ground to the west and south;
- Residential community to the south of Eastern Avenue;
- Waitrose superstore to the south east;
- Prittlewell Camp a scheduled monument to the east;
- Vacant land subject to residential application (Homes England) to north east; and;
- Agricultural land to the north with two residential cottages adjacent to Smithers Chase.

1.15 Some adjacent buildings exist close to the site boundary. These include the Waitrose store to the south-east and other large format stores across Fossetts Way. Two storey estate housing is located to the south with some single storey properties fronting on to the south side of the Eastern Avenue dual-carriageway.

- 1.16 To the west is the Southend fire station with training yard and tower. In this same area are other commercial premises and industrial buildings. To the west of Sutton Road there is a mix of two storey residential and further commercial development. The Crematorium building is positioned within the Memorial Gardens on the western site boundary. The Crematorium tower is visible in occasional views as a reference point close to the fire station tower. The main Cemetery Gardens extend to the west of Sutton Road. The entrance to both sites is marked by stone walls and formal gateways.
- 1.17 The cemetery sits alongside the extensive industrial estate to the north-west. Smithers Farm and a pair of cottages are located within the area of the northern portion of the site (but located outside the line of the application boundary). Further houses are located at Temple Gate Cottages to the north.
- 1.18 To the east of the site sits an Iron Age Hill Fort, which is a Scheduled Monument which is used as informal open space. Adjacent to the application site to the north, between Fossetts Way and Prittlewell Camp, an adjacent area of 5.8 hectares of open land is also being brought forward for development. An outline planning application for residential development (Reference 20/00337/OUTM), was submitted on behalf of Homes England in August 2020, which will be determined in due course.
- 1.19 To the south is the Jones Memorial Recreation Ground which fronts onto the Eastern Avenue dual carriageway.
- 1.20 Prittlewell National Rail station is situated 1.1km from Fossetts Farm, approximately 12-15 minutes' walk to the south of the site with Southend Airport station approximately 2kms to the north-west on the same line. The station is served by Abellio Greater Anglia services on the Shenfield to Southend line, providing connections between Southend Victoria and London Liverpool Street station, via Wickford and Shenfield. These rail services provide interchange capabilities with the Great Eastern Main Line at Shenfield, giving access to Chelmsford and Colchester. Since 2019, the opening times of Prittlewell Station have been extended to include Sundays and public holidays. Southend Central National Rail station is situated 2.5km from Fossetts Farm, approximately 30 minutes' walk to the south of the site. The station is served by C2C services on the Essex Thameside line, providing connections between Shoeburyness and London Fenchurch Street, via Leigh-on-Sea, Basildon and Barking.
- 1.21 The Level 1 Eastern Avenue/Royal Artillery Way cycle route runs eastbound from the Fossetts Way/Chandlers Way/Sutton Road junction to Eastern Avenue, where it runs in a south-easterly direction to Royal Artillery Way and Southchurch Boulevard. Many of the residential roads between Eastern Avenue and Southchurch Road/ Queensway towards Southend town centre are quietly trafficked and are designated as suitable for cyclists (Level 2 skill), including Bournemouth Park Road.

2.0 Description of Development

Summary of Submission and Application

- 2.1 A "hybrid" (part outline and part detailed) application was submitted by PowerHaus Consultancy on behalf of Southend United Football Club (SUFC) and received by the Council on 2 May 2017. Upon receipt of this material, the

application was validated on 8 June 2017. Two applications were submitted in April 2017, as the proposed Fossetts Farm development is located across two local authority boundaries and the schemes are interrelated and linked. The application to Rochford District Council (ref 17/00436/FUL) was for land at Smither's Chase, comprising four training pitches, first team training centre, flood attenuation and stadium parking.

- 2.2 The relocation of Southend United Football Club to Fossetts Farm will release Roots Hall Stadium for redevelopment. A full application reference 19/01985/FULM was submitted in October 2019, for the demolition and redevelopment of the site for 502 residential units. This is subject to a separate Committee Report.
- 2.3 The detailed part of the SSBC hybrid application seeks permission for the relocation of Southend United Football Club to Fossetts Farm through the phased development of a new 21,000 seater stadium, hotel and conference facilities with residential in the stadium north stand, three stand-alone residential buildings, two soccer domes (one for community use), car parking, landscaping and access from Fossetts Way. For clarity, the relocation of Southend United Football Club is intended to take place through the provision of new facilities in an alternative location and not through the relocation of existing facilities.
- 2.4 The outline area of the hybrid application seeks outline approval (with all matters reserved except means of access) for the phased erection of buildings between four and nine storeys for approximately 118,000 sqms of residential floorspace (up to 1,114 units Use Class C3), including the erection of up to 1,609 sqms of flexible floorspace (use class E) and up to 280 sqms of community (use classes F1/F2) floorspace, with access from Eastern Avenue.
- 2.5 The application was amended in November 2020, to reflect the removal of the outline retail/leisure floorspace and its replacement with a new residential neighbourhood with supporting retail and community floorspace. Additional revisions were submitted in May 2021 and included the updated Environmental Statement (New ES Rev A) and revised supporting documents and plans, in response to consultee comments and technical responses to the Council's independent review of the Environmental Statement undertaken by Waterman's and Prior + Partners.
- 2.6 The amended New ES Rev A incorporates all amendments submitted to the hybrid application since its original submission in April 2017. The amendments are as follows:
- Fan Plaza Building Amendments (Phase 1B) submitted in May 2018 reducing residential units from 101 to 72 and ground floor sporting and community floorspace of 890sqms (sui generis);
 - Stadium Residential (Phase 2A) submitted in May 2018 introducing family accommodation (3-bedroom units) and wheelchair accessible units;
 - Removal of additional crematorium car parking (Nov 2020);
 - Incorporation of Soccer Dome car parking (Nov 2020);
 - Provision of new parking for Jones Memorial Recreational Grounds (Nov 2020)
 - Residential and mixed commercial floorspace Parameter Plans (Phase 1c) – these are submitted to reflect the amendments from a commercial

to a residential-led development on the outline area of the existing application and include the following amendments (November 2020):

- Up to 1,114 residential units equivalent to up to 118,000sqms of floorspace;
- Up to 1,609sqms of mixed use flexible floorspace (use class E); and up to 280 sqms of community use (use classes F1/F2);
- An offset of 30metres to create a landscape buffer on the eastern edge of the site adjacent to the Scheduled Monument and height limitation of four storeys: and
- 58 car parking spaces for Jones Memorial Recreation Ground.

2.7 To reflect the amendments and provide clarity about the specifics of the development sought, a Development Framework Specification (DFS) (May 2021) has been prepared to set out what is proposed within the detailed and outline area of the application site. This DFS has informed the technical assessments of the ES to assess the worst-case scenario of the effects of the development and constitutes the development for the purposes of this New ES Rev A. The DFS includes the composite schedule of drawings for each element of the development, including the Parameter Plans for the outline area of the application and forms the basis for the determination of the application to be incorporated into any necessary planning conditions.

2.8 A number of additional documents have also been submitted, and help inform the assessments of the New ES Rev A. These are set out below:

- Response to Sport England by PowerHaus Consultancy – October 2017
- Amended Community Impact Report by Substance – October 2017
- Final PERS Audit by Steer – July 2018
- Updated Flood Risk Assessment – July 2018
- Archaeological Field Evaluation by Wessex Archaeology – September 2018
- Scheduled Monument Management Plan by Orion September 2020
- Micro-climate Wind Analysis by SRE Ltd – March 2021
- Noise and Vibration Assessment by Mott MacDonald - September 2020
- Site Waste Management Plan by Mott MacDonald – October 2020
- Operational Site Management Plan by Mott MacDonald – October 2020
- Design & Access Statement Rev 02 by Populous, CZWG, LDA Design, MacGregor Smith and Steers –March 2021
- Affordable Housing Statement by Lenrose – March 2021
- Sporting and Community Benefits Statement – April 2021
- Phase 1 Ecology Survey Updated by Richard Graves Associates – October 2020
- Phase 1 Scheduled Monument Ecological Survey by Richard Graves Associates – July 2018
- Habitats Regulation Assessment by Richard Graves Associates – March 2021
- Utilities Report by Mott MacDonald – October 2020
- BREEAM Pre-Assessment Full Planning by Mott MacDonald - November 2020
- BREEAM Pre-Assessment Outline Phase 1c by Mott MacDonald - November 2020
- Energy Statement DPA (Residential) by Mott MacDonald – November 2020

- Energy Statement DPA (Commercial) by Mott MacDonald – November 2020
- Energy Statement Outline (Phase 1c Residential) by Mott MacDonald – November 2020
- Sustainability Statement by Mott MacDonald – November 2020
- Addendum to FRA by Mott MacDonald – March 2021
- Transport Assessment (including Travel Plans and Car Parking Management Plan) by Steers – March 2021

2.9 The April 2017 hybrid application was submitted following extensive pre-application consultation with Southend-on-Sea Borough Council (SSBC), Rochford District Council (RDC), local stakeholders and members of the public over a two-year period. Throughout the three-year period since submission of the April 2017 application, the applicant has been provided with statutory consultee comments to address technical issues as they arise. Further detail on the consultation process for this application is provided in **Section 3** of this report.

The proposal

2.10 The formal description of development is as follows:

'Hybrid planning application for part full and part outline consent for phased development for relocation of Southend United Football Club comprising: Full Application for erection of 21,000 seat football stadium; comprising east, west, south and north stands basement excavation changing rooms; ticket office; club shop; food drink concessions; cafe/restaurant: temporary stadium works including: erect end stand cladding, press seats and workroom, directors' seating and box, scoreboard and floodlights: stadium parking, new vehicular access from Fossetts Way, pedestrian access from Sutton Road and related ancillary works: stadium north stand, to include 107 bed hotel, conference floorspace and two residential corners to stadium of 4-6 additional storeys, 182 units: erect fan plaza residential building of 72 units, 5-7 storey's, ground floor sporting and community floorspace of 890sqms (sui generis), parking, landscaping, access, related ancillary works; erect two residential buildings Fossetts Way north 42 units and south 51 units of 6-7 storeys and 4-7 storeys, car parking, access, landscaping and ancillary works; erect two soccer domes, changing facilities, classrooms, players hostel accommodation, parking and landscaping; Outline Application (with all matters reserved except means of access) for demolition of existing training centre and club house; erect buildings ranging in height from 1-9 storeys to provide a total of up to 118,000 sqms (GIA) of residential floorspace (up to 1,114 units), other commercial floorspace of up to 1,609 sqms (Use Class E) and up to 280 sqms community use (Use Classes F1/ F2); car parking; servicing; landscaping; new public realm; access from Eastern Avenue, related ancillary works'

Amount of Development

- 2.11 The amount of proposed development for both the detailed and outline areas of the site are set out in Table 2.1 below:

Table 2.1: Summary of Hybrid Application

SUFC FOOTBALL STADIUM						
USE	AMOUNT	GIA SQMS				
Stadium	21,000 seats	29,390 sqms				
Football Pitch		8,949 sqms				
Stadium Shop		141sqms				
Café/ Restaurant		676 sqms				
Hotel + Conference	107 rooms	9,612 sqms				
Residential	182 units	14,216sqm	Studios	1 Beds	2 Beds	3 Beds
			16	70	62	3 4
STADIUM TOTAL		62,984 SQMS				
SOCCER DOMES						
USE	Description	Area (sqms)				
Soccer Dome 1 - Community	Pitch Area	7,600				
	Changing Facilities	170				
	Classroom	105				
Soccer Dome 2 - SUFC	Pitch Area	3,125				
	Dining Room	240				
	Public Cafe	125				
	Offices and Teaching	360				
	Player and Staff Accommodation	360				
	Changing Facilities	320				
SOCCER DOMES TOTAL		12,405 SQMS				
STAND ALONE RESIDENTIAL						
Fan Plaza			Studios	1 Beds	2 Beds	3 Beds
Ground Floor (sui generis)	1 Unit	890 sqms (GIA)				
Residential	72 Units	10,233 sqms (GIA)	0	25	34	13
Fossetts Way North	42 Units	3,888.1sqms (GIA)	0	14	20	8
Fossetts Way South	51 Units	4, 781.6 sqms (GIA)	0	15	26	10
RESIDENTIAL FLOORSPACE (outline area of hybrid application) PHASE 1c						
Phase 1c Residential and Podium Parking	Up to 1,114 units		GIA		Up to 118,000 sqms	
Phase 1c Flexible Floorspace			Class E GIA		Up to 1,609 sqms	
			Community Use (Class F1/F2) GIA		Up to 280 sqms	

Detailed Application

- 2.12 The applicant is seeking to create a mixed-use Stadium development that will deliver a range of uses and provide economic activity throughout the week. This will ensure the site is vibrant and constantly in use. The Stadium designed by Populous has a Club shop, Club Cafe and ticket office fronting onto the fan plaza. Integral to the north stand are two residential apartment blocks and a hotel with conference facilities. Some hotel rooms will also be available on matchdays as private viewing/corporate boxes.
- 2.13 The indoor soccer domes are connected together by a community changing room building. This building predominately serves the larger Community Dome. The Academy building is connected to the Academy dome and will provide accommodation for the Academy scholars, alongside dedicated training facilities, a café and classroom.
- 2.14 The residential buildings designed by CZWG, which include the north stand Stadium residential, Gateway North and South and the Fan Plaza buildings, are

set to add to the destination of the stadium and create a new sense of place within the Fossetts Farm area of Southend.

- 2.15 The development will also include extensive landscaping, including the creation of Supporters Way, a pedestrian approach to the stadium and the Fan Plaza public space. New access points from the public highways are also proposed, along with the creation of 8 coach parking spaces on Fossetts Way and internal access and servicing roads.

Outline Application - New Residential Neighbourhood

- 2.16 The submitted Parameter Plans define Proposed Development for the Outline Application including general layout, circulation, maximum building heights and land use of the development. The following revised Parameter Plans have been submitted for approval and were updated in May 2021 in response to queries raised during the assessment of the application:

- Parameter Plan 1 – Site Location - dwg ref. FOF-LDA-XX-XX-XX-DR-N-ST-00001 Rev 3
- Parameter Plan 2 - Land Uses - dwg ref. FOF-LDA-XX-XX-XX-DR-N-ST-00002 Rev 4
- Parameter Plan 3 - Vehicle Access dwg ref. FOF-LDA-XX-XX-XX-DR-N-ST-00003 Rev 4
- Parameter Plan 4 - Pedestrian, Cycle Access dwg ref. FOF-LDA-XX-XX-XX-DR-N-ST-00004 Rev 3
- Parameter Plan 5 - Landscape dwg ref. FOF-LDA-XX-XX-XX-DR-N-ST-00005 Rev 3
- Parameter Plan 6 - Maximum Building Height dwg ref. FOF-LDA-XX-XX-XX-DR-N-ST-00006 Rev 3
- Parameter Plan 7 - Development Envelope Dimensions dwg ref. FOF-LDA-XX-XX-XX-DRN-ST-00007 Rev 4

- 2.17 In addition, an illustrative Maximum Residential Density Plan dwg ref. FOF-LDA-XX-XX-XX-DRN-ST-0102 Rev 3A provides an indication of the scale of residential density for the residential zones of the site.

- 2.18 Chapter 8 of the Design and Access Statement (DAS) sets out the applicant's vision and illustrative masterplan for the new neighbourhood subject to the Outline Application. This aims to create a distinctive neighbourhood that builds on the transformative development of Southend United's proposed Fossetts Farm Stadium to create an identifiable sense of place, a strong local community, and a public realm supporting resident well-being. To achieve its vision, the applicant has put forward six overarching objectives and six unique spatial design principles that have guided the design development. The six overarching vision objectives are:

- A place to call home;
- Iconic;
- Postcode Pride;
- A connected community;
- Healthy and active; and
- In touch with nature.

- 2.19 Whilst the outline area of the masterplan is illustrative, the DAS demonstrates the mix, unit numbers (up to 1,114 units) and tenure (70/30% split private/affordable) proposed for the outline area. The proposal includes family homes through the integration of duplexes/maisonettes, apartment buildings, pavilion buildings and townhouses. The mix of sizes and numbers could change through the progression of Reserved Matters at the implementation stage.
- 2.20 Existing trees will be retained where feasible, particularly along the edge of Prittlewell Camp. Approximately 160 new trees are proposed within the outline area and 700 new trees are proposed in the detailed area of the site including the new tree lined avenue which forms Supporters Way.
- 2.21 Priority will be given to pedestrian and cycle access through the linear park, which will connect with cycle networks beyond the site. 759 car parking spaces will be provided for the outline residential units through a combination of podium and on-street parking. 694 spaces will be provided within the podium level parking and the remaining 65 spaces will be at street level. The 65 street level parking spaces will all be accessible parking.
- 2.22 Landscaping is proposed with different character areas defining the sense of place proposed by the applicant. The landscape parameter plan for the Outline part of the scheme proposes some 0.8 ha of public open space in the form of a linear park that will be a car free route into the site. A further 0.73 ha of public realm will include a range of supplementary open spaces including “town squares”, “pocket parks” and structural landscape.
- 2.23 To address concerns raised by Historic England and the Council regarding the proximity of the residential buildings to the boundary of the adjoining Prittlewell Camp Scheduled Monument, the revised parameter plans allow for a 30 metre landscaped buffer adjacent to the Camp to address the setting of the Scheduled Monument.
- 2.24 The amended application considers the integration of the development with adjoining land uses comprising Prittlewell Camp and Jones Memorial Recreational Ground for enhanced access to open spaces. The proposed Scheduled Monument Management Plan will deliver a management and biodiversity strategy for Prittlewell Camp that will ensure that this heritage asset and its significance can be better appreciated and shared by the new and existing community as an area of additional public open space. The applicant has stated a commitment to work with the Orion Scheduled Monument Management Plan, submitted in support of the Homes England residential development site, located to the east of the proposed new stadium and deliver a comprehensive response to the future management of this important heritage asset and open space.

Green Belt Designations

- 2.25 The DMD Policies Map (2015) has designated Green Belt land within the application site (KP1, CP4). This designation includes Supporters Way, the two Soccer Domes and associated accommodation and parking from the detailed application, and part of the outline residential element, namely blocks S1, S2, A7.1 and parts of blocks A5-A8. The Stadium and stadium parking, the Fan Plaza and Fan Plaza residential building, the Gateway North and South residential buildings and associated parking from the detailed application, and the remaining residential blocks from the outline application (blocks A1-A4, A7.2 and parts of

A5-A8) are not located within Green Belt designated land. **Appendix 7** and Figure 2.1 below depicts the location and extent of designated Green Belt land in relation to the proposed Masterplan. For the purposes of this report and the determination of this planning application, the area described as ‘anomalous’ (a term not accepted by the Council and related to the Inspector’s report for a previous scheme) in the applicants drawing below is treated as Green Belt and offered the same protection and consideration as the other areas of Green Belt relevant to this application.



Figure 2.1: Green Belt Designations

2.26

Phasing

The applicant proposes the following approach to phasing of both the Detailed and Outline elements of the scheme, as detailed in Table 2.2, the applicant’s phasing plan 21174-CW-ZZ-ZZ-M3-A-Site-S0.RVT – PO1.01 and Implementation Phasing Document dated 30 September 2021 (005) (provided as **Appendix 8**). Please note the proposed phasing of the development has been

refined during determination and discussion with Southend Borough Council to secure necessary mitigation and replacement facilities are in place at an appropriate time. As a result, the phase numbers do not correlate with the order in which phases will come forward chronologically.

- 2.27 The first element of development to commence will be the new training ground in Rochford District Council In order to release the land to implement Phase 1 of the Fossetts Farm application, the applicant will be required to ensure that replacement training pitches, parking and a training centre are available to the Club to support its professional football requirements, before the existing facilities at Eastern Avenue are allowed to be lost and redeveloped. This is to meet national planning policy requirements and Sport England policy requirements that in order to support the loss of existing facilities, it can be demonstrated that they are replaced by equivalent or better provision, in an appropriate location.
- 2.28 The enabling works required to facilitate Phase 1 of the Fossetts Farm application will need to implement the four replacement training playing fields and the players car park located within the Rochford District Council application. This will re-provide part of the Club's existing training facilities. In addition, a Training Centre application will be submitted to SSBC to deliver a temporary centre for the Club's needs for a period of three years, which will be equivalent if not better than the existing facilities located at Eastern Avenue. Once the Club's existing training facilities are replicated as described above, the Fossetts Farm development will be implemented in phases, which is described in brief below.
- 2.29 Phase 1a including the first stage of the stadium, comprising 13,893 seats within the east west and southern stands, and Phase 1b, the Fan Plaza residential building, is intended to commence in Summer 2022.
- 2.30 The new Community Dome and associated parking is intended to commence in December 2023. Both the Community Dome and the SUCET centre at the ground floor of the Fan Plaza building will be completed within 12 months of the Stadium Phase 1 completion (intended to be Spring/Summer 2024). This will be in time to serve the first residential developments completed by this point, i.e. the Fan Plaza residential and blocks A1, A2, A3 and A4 of the Outline residential neighbourhood.
- 2.31 Subject to funding, the north stand of the Stadium, delivering the remaining 7,107 seats and residential/hotel uses, is planned to commence in Autumn 2023 along with the Gateway Residential buildings. The remaining blocks of the Outline scheme and the Academy Soccer Dome and ancillary building will follow thereafter.
- 2.32 The Environmental Impact Assessment conducted for this application was assessed on slightly different assumptions regarding the phasing of development. This is because the proposed phasing of the development has been refined during determination to ensure appropriate mitigation and replacement facilities, notably the replacement training facilities and the Community Dome, are provided at an appropriate time. It is considered that the impact of the new proposed phasing on the EIA is null and that the EIA still captures all likely significant effects and is therefore a robust basis for assessing the proposed development. This is because the changes to phasing are limited

and the changes to phasing would not impact the significance of the effects considered nor introduced any additional significant effects.

- 2.33 A Detailed Development Phasing Programme is to be secured by planning condition to be submitted prior to the development commencing, providing greater clarity on the timing of infrastructure provision associated with each phase.

Table 2.2 Phasing of development

Phase		Sub Phase	Description	Intended Start on site	Intended PC date
1	A	Stadium Phase 1	East, West and South Stands of New Stadium and stadium car parking	Summer 2022	Summer 2023
	B	New Training Ground	New training ground pitches and matchday car parking (Rochford District Council)	Autumn 2021	Spring 2022
		Fan Plaza Residential	Fan Plaza Residential Building	Summer 2022	Spring 2024
	C	Zone A	Outline residential blocks A1, A2, A3 and A4	Spring 2022	Spring 2024
		Zone B	Outline residential blocks A5, A6, A7 and A8	Spring 2024	Spring 2026
Zone C		Outline residential blocks S1 and S2	Spring 2026	Spring 2028	
D	Community Dome	Community Dome and associated parking	December 2023	Summer 2024	
2	A	North Stand Stadium	North Stand, Hotel and Stadium Residential	Autumn 2023	Autumn 2025
	B	Fossetts Way Gateway residential - (North & South)	Gateway Residential Sites (North and South)	Spring 2023	December 2025
3		SUFC Academy Dome	Soccer Dome and ancillary buildings	Spring 2026	December 2026
		Permanent Training Centre	Permanent Training Centre (Rochford District Council)		

Environmental Impact Assessment (EIA)

- 2.34 An EIA is a formal procedure that must be undertaken for certain types of development, in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (the 'EIA Regulations'). The EIA methodically assesses the likely significant environmental effects of a proposed development. In agreement with SSBC, the applicant has prepared a new Environmental Assessment (New ES) to reflect the amendments now proposed, the passage of time since the submission of the April 2017 application and to assess the cumulative impacts arising including other developments/allocations, which have also changed.
- 2.35 A 'Scoping Study' identified the likely significant environmental effects that could arise from the development and the amendments to determine the focus of the EIA. The Scoping Study was submitted in August 2020, with a Scoping Opinion received from SSBC in October 2020. As a result of SSBC's Scoping Opinion, specific technical topics have been assessed to determine whether the development will give rise to significant effects, both beneficial and adverse.
- 2.36 A new Environmental Statement prepared jointly by the consultant team has been submitted to take account of the amendments to the application as agreed with the Council, which assesses the impacts of the development, the proposed amendments and any mitigation where necessary.
- 2.37 Previous scoping opinions have been received from SSBC on 20th April 2015, 16th November 2015 and 20th May 2016 (reference 16/00654/RSO). The most recent SSBC Scoping Opinion is provided in Appendix 2.1 of Volume 2 of the New ES Rev A (May 2021), which also assesses the cumulative impacts of the project alongside other developments identified by SSBC. Further details of the scoping of the ES are provided in Chapter Two of the New ES.

Temporary training facilities

- 2.38 The proposed development includes the application for the demolition of an existing training centre at Fossetts Farm. Mitigation is proposed through a replacement facility (of equivalent or better provision) to ensure that the provisions of the NPPF (Paragraph 99) and the withdrawal of objection from Sport England are met. The proposed conditions within this committee report are based on securing a permanent training facility within Rochford District Council Land.
- 2.39 The current funding available (outlined in Section 14 of this report) does not cover the permanent new facilities. SSBC is aware that the applicant has consulted Sport England on the potential inclusion of a temporary training facility which they consider is of equivalent/ greater floorspace (quantitative equivalent/betterment) and improved layout (qualitative betterment) and in an appropriate location (given its proximity to the proposed development).
- 2.40 Sport England have preliminarily responded to the proposals (without prejudice) as part of pre-application discussions clarifying that the proposal for the temporary training centre would be assessed against exception 4 of their Playing Fields Policy and paragraph 99 (b) of the NPPF. Exception 4 of the policy states:
– "The area of playing field to be lost as a result of the proposed development would be replaced prior to the commencement of development by a new area of playing field of equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better accessibility and

management arrangements". To ensure continuity of training centre provision for the club, Sport England also outline that the temporary facility would need to be completed and available for use prior to any development commencing on the existing SUFC training centre building and car parking unless otherwise agreed in writing with the Council in order to ensure continuity of training centre facility provision for SUFC. The temporary training centre would therefore need to secure planning permission to ensure that it could be delivered in practice.

- 2.41 Once a planning application for an acceptable temporary training centre has been submitted Sport England have stated that they would be prepared to amend their current position on the replacement training centre (set out in this report) to advise that the minimum requirement would be for the temporary training centre to be completed and available for use prior to any development commencing on the existing SUFC training centre building and car parking rather than the permanent facility proposed in the RDC application (17/00436/FUL).
- 2.42 If the planning application for the temporary training centre is refused or undetermined at the time of securing a Section 106 agreement then there would be no certainty offered that the training centre could be delivered in practice. Consequently, the Sport England position would then revert to the current position taken within this report (i.e. provision would need to be made in a planning permission for the permanent training centre that permission has been applied for in Rochford DC application 17/00436/FUL to be completed and operational prior to commencement of development on the existing training centre building/car parking in order to ensure continuity of training centre facility provision).
- 2.43 Until such a time that this application is submitted, determined and approved, this parallel application is afforded very little weight in the determination of the Proposed Development. The potential implications on the Environmental Statement which supports the Proposed Development which result as a consequence of the inclusion of a temporary facilities in the interim has not been formally assessed. However, it is accepted that these changes are likely to be minimal given the temporary facility is proposed within the site and is in addition to (rather than in lieu of) the permanent facility.

3.0 Consultation

Applicant Consultation

- 3.1 The April 2017 hybrid application was submitted following extensive pre-application consultation with SSBC, RDC, local stakeholders and members of the public over a two-year period. This pre-application consultation was in relation to the previous iterations of the scheme involving significant retail and leisure floorspace, which has since been replaced with the residential neighbourhood proposal.
- 3.2 Throughout the period since submission of the April 2017 application, the applicant has been provided with statutory consultee and Council responses to address technical issues as they arise. The decision by the applicant to amend the application to remove the destination retail/leisure floorspace and replace with a new residential community, has resulted in further consultation and the time period for consideration of the application has been extended to allow for the necessary time to discuss the amendments, feeding in consultee comments and review draft parameter and masterplans for the residential outline area.
- 3.3 A public consultation event was held over two days in October 2015, where plans were shown to the public for consideration and feedback. SUFC gave advanced notice of the exhibition by way of written invitations, hand delivered to approximately 1,600 properties located around the proposed development site to inform local stakeholders of the details of the public exhibition. In addition, invitations were sent to ward Councillors and senior Council Members and an advertisement for the public exhibition was also placed in the local paper. The exhibition was attended by over 250 people across the two days, of which 170 completed the feedback form on the day of their attendance. The majority (70%) of attendees were local residents, with the remainder identified as local business owners or other interested parties.
- 3.4 97% of the feedback responses were supportive of the scheme proposals, although 27% of these had some concerns about the proposals, whilst supporting the development in principle. The majority of positive comments were received about the football Stadium and/or soccer domes (49% of positive responses), with a high proportion of the positive comments received with regards to the retail and leisure element (24% of positive comments). The majority of negative comments were received on issues of transport, travel and access (68% of negative comments). It should be noted that Local business owners showed the highest proportion of unsupportive feedback (11% of local business feedback forms). The application has been amended to a primarily residential scheme since this consultation took place.

Council Consultation

- 3.5 The Council has received 2,951 letters of support relating to the previous proposal which included the retail and leisure scheme which has since been replaced by housing. The scheme has been advertised as a departure and in accordance with the requirements of EIA applications. As part of the Council's formal consultation from December 2020 to April 2021 on the revised submitted proposals, 21 neighbour letters have been received relating to the updated scheme, with 8 letters of support and 13 letters of objection. Since the May 2021 consultation a further 24 representations have been received with 14 objections, 7 letters of support and 3 other representations. All responses relating to the updated scheme are summarised in **Appendix 1** and have been taken into

account fully and carefully in assessing the proposal. It is possible to identify several common themes to comments received and these are summarised below:

Objections

- Resulting traffic concerns: The area already has traffic congestion problems, especially around Eastern Avenue and the new development may exacerbate those issues.
- Resulting parking concerns: Concern especially on matchdays, that the fans arriving by car will have to use surrounding streets for parking, as the development may not have capacity to accommodate all.
- Highway safety concerns: Concern that accident frequency especially around Eastern Avenue may be exacerbated by the development and concern around pedestrian safety.
- Resulting public transport pressure concerns: Impact of matchdays on public transport capacity; the new housing may not be well served by public transport.
- Pollution: Added pollution from increased car traffic affecting nearby housing, noise and light pollution resulting from the scheme impacting the area.
- Impact on the Crematorium: Noise from the Dome and overlooking from the new housing impacting the adjacent cemetery and Crematorium.
- Townscape impact concerns: The scale of the development may be out of character with the surrounding area.
- Resulting social infrastructure pressure concerns: Concern on the impact on hospitals, GPs and schools.
- Completion of Stadium concern: Concern around the risk that SUFC do not deliver the Stadium or community facilities in its entirety.
- Resulting sewage pressure concerns.
- Capacity of local water pressure.
- Resulting crime concerns.

Support

- Housing delivery: The scheme will deliver much needed housing and affordable housing into the area.
- SUFC viability: The new Stadium will enhance the viability of SUFC and ensure its long-term future.
- Economic and community benefits: The additional population will use the High Street retail and leisure offer and improve its viability.
- SUFC Stadium: The new Stadium will be a 'state of the art' facility, raise the profile of the Borough, enhance the area and boost employment.
- Design: Plans seem carefully thought out and will enhance the area.

3.6 Sutton Parish Council has objected to the updated proposal raising concerns on the potential noise pollution arising from the Stadium and the two Domes. They have also raised their concerns regarding the possible overlooking effect of the housing blocks on the crematorium, air pollution and matchday traffic impact on emergency services. The Parish Council has proposed that funding is provided by the developer towards landscaping, soundproofing of surrounding houses, air

quality measures, car park security measures, policing on matchdays and highways infrastructure improvements.

Statutory Consultee Responses

Essex County Fire and Rescue

- 3.7 The service outlines that the plans supplied provide insufficient detail to comment on access for Fire Service Appliances, other than for general access to the site. It confirms it is not possible to fully confirm compliance at this time and more detailed observations on access and facilities for the Fire Service will be considered on submission of suitable plans at Building Regulation consultation stage. The applicant has been urged to contact the Water Technical Officer at Service Headquarters regarding water supplies. It has been strongly recommended to adopt a risk-based approach to the inclusion of Automatic Water Suppression Systems.

Environment Agency

- 3.8 The response confirms that the EA has no comments to make on the application.

Historic England

- 3.9 Historic England (HE) has provided formal responses to the updated application on 17 December 2020, 19 January 2021, 26 February 2021 and 19 May 2021. Initially HE raised an objection to the scheme as a statutory consultee on the basis of the development's detrimental impact on the setting of the adjacent Scheduled Monument which would result in harm to its heritage significance. In response to this concern the outline scheme has been amended with a new 30m buffer setting the buildings further away from the boundary, with reduced height, scale and façade length close to the boundary. In response to these positive changes, HE has since withdrawn its objection, subject to the update being submitted in the application. However, they have confirmed their view that the development would still result in harm to the significance of the adjacent monument, albeit the harm would be less than substantial in nature but of a relatively high degree. Given the importance of the buffer and its role in ensuring that the level of harm to the Scheduled Monument arising from the proposed development is less than substantial, the extent and location of the buffer area is secured by planning condition for the outline element of the scheme through Condition 27.
- 3.10 HE has welcomed the proposal to agree a management plan, and proposals to deliver the objectives of the plan, heritage partnership agreement and acquisition of the entire monument under single ownership (trust) for public benefit. HE has also confirmed that it agrees with the adjusted Scheduled Monument management costs brought forward by the Parks and Leisure team and stated that *"if these works and associated sums are secured via s. 106 then they would be able to deliver the kind of positive change we are looking for in relation to this designated heritage asset."* They have further stated that *"The Draft Management Plan would, if implemented, result in significant improvements to the scheduled monument and would go a considerable way to meeting our requirements for improved management and enhancement of significance of the scheduled monument."*

London Southend Airport

3.11 London Southend Airport (LSA) identified that the proposed development height would conflict with safeguarding criteria unless the following conditions were applied to any planning permission:

- *“The development must comply with EASA and CAP 168 regulations given the proximity to the aerodrome.*
- *Under EASA safeguarding regulations the maximum height of any part of the development (including roof plant / aerals must be no greater than 56.46m AOD, in addition the proposed development will need to be assessed against the Instrument Flight Procedures both designed and published for LSA. This assessment may restrict the height of the proposed development further.*
- *Informative added about proximity to airport and flight paths.”*

3.12 It has also been noted that should a crane or piling rig be required to construct the proposed development, this will need to be safeguarded separately and dependant on location, may be restricted in height and may also require full coordination with the Airport Authority.

Natural England

3.13 Natural England (NE) has outlined that this development site falls within the ‘Zone of Influence’ (Zol) of one or more of the European designated sites scoped into the Essex Coast Recreational disturbance Avoidance and Mitigation Strategy (RAMS). Therefore, it has required that the Council as the competent authority under the provisions of the Habitats Regulations, undertake a Habitats Regulations Assessment (HRA) to secure any necessary recreational disturbance mitigation and record this decision within the planning documentation. Natural England has confirmed that the mitigation described in the Council’s Appropriate Assessment is in line with their strategic-level advice and that the mitigation should rule out an ‘adverse effect on the integrity’ (AEOI) of the European designated sites that are included within the Essex Coast RAMS from increased recreational disturbance once an appropriate planning condition or obligation are attached to any planning permission to secure the mitigation measures. This is achieved through a combination of proposed Condition 40 and a Section 106 obligation to provide the RAMS tariff (please refer to the Habitats Regulation Assessment section of this report for further information).

Essex Police

3.14 Essex Police have provided a formal response to the updated development on 2 February 2021, on 28 April 2021 and on 16 June 2021 and have carried out a meeting with the Applicant on 23 February 2021. Their response has been provided from various viewpoints including Counter Terrorism Security Advisor, Roads Policing Team, Local Policing Command and Designing out Crime. Essex Police have recommended that crime is deemed a material consideration throughout all aspects of the design and during the planning process. They have required an ongoing Counter Terrorism Security Advisor engagement for the Stadium and the consideration of measures to counter vehicle borne threats. Essex Police have required further consideration on match and event day operation and have provided recommendations. They also commented upon the road layout, supporting infrastructure and parking and provided detailed recommendations, some overlapping with Highways matters. Other matters of consideration raised include emergency service communication strategies, phased construction, lighting systems, Stadium and Outline Application design from a Designing Out Crime Perspective, CCTV coverage, public realm space,

policy and procedures and developer contributions. The issues raised by Essex Police have informed a number of the planning conditions and will need to be engaged as the detailed design of public realm, access and stadium management progresses. The latest correspondence from Essex Police is included for reference as Appendix 6.

Sport England

3.15 Sport England (SE) have provided formal responses to the updated application on 8 December 2020, 20 January 2021, 23 February 2021 and May 2021. As a statutory consultee they have confirmed that they raise no objection to the scheme, subject to planning conditions or planning obligations, relating to the following matters:

- Overall Development Phasing Programme
- SUFC Training Ground Replacement Playing Pitch Delivery
- SUFC Training Ground Replacement Training Centre Building and Car Parking Delivery
- Community Soccer Dome Delivery
- Cecil Jones Memorial Ground Replacement Car Parking Phasing and Delivery
- Community & SUFC Academy Artificial Grass Pitch Design Specifications
- Community Soccer Dome Artificial Grass Pitch Certification
- Community Soccer Dome Community Use Agreement

3.16 As a non-statutory consultee, SE has raised an objection commenting that in its view, there is a need for additional community sports provision to meet the needs of the new development. It requests that the Council consider financial contributions towards off-site outdoor and indoor sports facilities to mitigate this impact taking account of local needs and refers to its own calculator tools.

3.17 SE in collaboration with Essex County FA have also provided comments on the principles for a community use agreement for the community Soccer Dome, which is required to be secured by planning condition. Principles that were proposed to be covered in the agreement include a programme of use, Management Committee, pricing policy and Sinking Fund. The inclusion of such agreement principles in the submitted Sporting and Community Benefits Statement was welcomed by SE.

Anglian Water

3.18 Anglian Water has confirmed that they raise no objection to the scheme and that the foul drainage from this development is in the catchment of Rochford Water Recycling Centre and that the centre has available capacity for these flows. In relation to wastewater treatment Anglian Water outlined that where a site falls within 500m of their water recycling centres, it would recommend that the applicant undertakes a detailed odour risk assessment with an Anglian Water expert. It has also proposed certain informatives should the applicant wish to connect to the sewerage network.

Council Responses

3.19 The application has been extensively reviewed by the Council's relevant technical teams as summarised in the following paragraphs.

Economic Development

3.20 The response confirms support for the scheme in general as it will bring job opportunities for local people and supply chain opportunities for local businesses, and it will also contribute to delivery of new homes in line with the Council’s ambitions. Certain S106 obligations are proposed with respect to employment and skills cash contributions, local labour and supply chain, the use of South Essex Construction Training Academy as a recruitment route and engagement with the Council’s Economic Growth team to make connections into relevant skills and employment.

Housing

3.21 The Council’s Strategic Housing team has confirmed that the application’s affordable housing proposal satisfies the Council. The team has confirmed that while the applicant’s affordable housing mix proposal is different to the policy stipulated, they are supportive of the mix “*when considering the location and unit types. Furthermore, Registered Providers (RP) have expressed concerns around the suitability of large flats (3 bed+) for families with children. Therefore, the slight deviation from our required dwelling mix is justified.*” With regards to the affordable tenure mix, the applicant proposes 59% affordable rented and 41% shared ownership. The team has responded that they would prefer to see a 60%/40% split due to the substantial need for this type of accommodation within the borough but considering the very marginal deviation from the preferred tenure split they are supportive of the tenure split proposed. They have also advised that Registered Providers (RP’s) should be contacted as early as possible with regards to understanding their requirements.

3.22 The Council’s Strategic Housing team has confirmed that 850 units will be delivered to the Council of which 30% will be affordable rent capped at LHA rates. This will comprise the following;

Planning phase	Unit total	Affordable contribution
Full Planning Application	347 units	101 shared ownership
Outline Phase 1	852 units	259 affordable rent
Outline Phase 2	79 units	79 shared ownership

Design

3.23 The Design Officer has provided formal responses on the updated proposal on 22 December 2020, 15 January 2021, 18 February 2021, 25 March 2021 and 26 May 2021. The Officer has confirmed that “The change from the initial retail focus to a residential led scheme will enable a more comprehensive development and new neighbourhood to be created and this is considered to be a better fit for the site.” However, it is opined that the Stadium’s scale could be considered to be larger than may be appropriate, so overall a judgement needs to be made on “whether benefits of providing new housing on the scale proposed, and the quality of the scheme generally, justifies the impact on the existing character of the site and area.”

- 3.24 Regarding layout and placemaking it is recognised that the application makes a good offer of public open spaces, good pedestrian links within the site and to nearby sites and overall a positive layout.
- 3.25 The Stadium's design has been assessed to be of high quality overall, with good quality materials and detailing, signage and lighting being reserved to complement the final scheme. The design of the Stadium residential towers and their entrances are noted to be well integrated with the Stadium. *"If well detailed with minimal structure, the glazed box form of the hotel to the north elevation should act as a lightweight linking element between the feature towers."* Similarly, the Council's design officer outlines that the design will greatly depend on the quality of materials and good detailing. It has been confirmed that the Fan Plaza residential buildings are well integrated and provide good enclosure to the plaza. The Gateway residential buildings are assessed as providing *"a cohesive gateway to the site from the west"*, with the caveat that the car park will create inactive frontages and therefore, landscaping will be important in providing screening and softening. The two soccer Domes and associated buildings are considered to be acceptable in location and scale.
- 3.26 Following review of the parameter plans for the Outline scheme, the design officer has commented that the commercial mix of uses will enliven the scheme and their location is deemed appropriate. With regards to the relationship to the Scheduled Monument, *"the staggered arrangement of the development envelopes in this location will ensure that the monument will no longer be crowded by the built form and has room to breathe."* The design officer notes that the Vehicular / Cycle Access Parameter Plan shows good permeability through the site and raises no objection to heights proposed in the Parameter Plan. The level and quality of public realm shown in the Landscape Parameter Plan is also considered reasonable and well-spaced throughout the site.

Environmental Health

- 3.27 The Environmental Health Officer (EHO) has provided formal responses to the updated scheme on several occasions. The main concern expressed throughout consultation has been the internal noise levels of the residential and hotel units in the north stand of the Stadium, as a result of football matches and other events.
- 3.28 The EHO has expressed concern on the indicated noise levels above the recognised 35 dB(A) for internal noise levels set within BS8233 and WHO guidance and has required reassurance that this noise level can be achieved, before it is conditioned in the application. Details on how acceptable internal noise levels can be achieved through mitigation have been provided by the applicant and are considered fully in this report.

Transport

- 3.29 Vectos on behalf of the Council, has independently reviewed all the transport and highway documents provided in the application, including the Transport Assessment, Modelling report, Framework Travel Plan, Residential Travel Plan and Car Parking Management Plan.
- 3.30 The Council's Highways team has also reviewed the application in terms of its transport and highways impact. Certain highways concerns were raised following this review and have subsequently been addressed by the Stage 1 Road Safety Audit undertaken by the applicant. Highways have also noted that while CIL

payment can be put towards certain highway measures, bus, cycle and pedestrian enhancements, several other elements are scheme specific and hence, must be addressed through the use of conditions or planning obligations. The Highways team required that the Controlled Parking Zone (CPZ) is agreed through the Section 106 agreement. Highways have raised the concern that on matchdays, parking could spread onto the adjoining retail park car parks, and therefore the applicant should “*work with the adjoining retail park businesses to agree, fund and maintain a system to prevent overflow parking for matchdays and event days.*” It has also been required that a Sustainable Transport Contribution of £200,000 is contributed to mitigate any changes to the modal split and other highways issues the development could cause once in place. This is necessary to ensure that the low trip rates are achieved and that this site is heavily accessed via sustainable modes over vehicles. Highways has provided a list of required conditions and S106 contributions should the development receive planning permission.

- 3.31 Mott MacDonald was commissioned by the Council to carry out checks on the trip rates that were provided by the applicant. They comment that “*the trip rates provided and modelled are relatively low, but with the provision of a Travel Plan Bond and a Travel Plan Board to encourage a high number of sustainable trips, this will ensure the predicted trip rates come to fruition.*”
- 3.32 The application has been modelled in VISSIM which has shown that with a number of mitigation measures in place (secured through Condition 46 and 47 and through the Section 106 agreement) the proposed development does not cause significant delay or capacity issues to the highway network and the overall LOS runs at a D. Along with the improvements to sustainable travel measures, such as enhanced bus services, a new car club and enhanced pedestrian and cycle routes the scheme is supported on transport and highways grounds.

Strategic Planning Policy

- 3.33 Strategic Planning Policy have responded by providing the relevant policy background (NPPF, NPPG, Local Plan, Core Strategy, Development Management DPD and Emerging Local Plan). Their key comments encompass the location of the proposed development and its relation to Policy KP1 and green belt designated land, as well as the proposal’s design quality, housing delivery, town centre uses and sustainable transport propositions in relation to relevant policy. Strategic Planning suggest that noting Sport England’s views, a contribution should be considered towards improving outdoor and indoor sports provision locally.

Parks and Leisure

- 3.34 Parks provided a formal response on 21 April 2021 on the proposed scheme. They have stated that “*Overall the benefits of the development would appear to outweigh the loss of the field.*” They have raised concerns on the impact that the development will have on the two adjoining public open spaces of Jones’ Memorial Ground and Fossetts and have requested that a requirement for litter picking is included in the Major Event Day Management Plan. Parks have also required that the applicant includes the planting and establishment of the hedges through the park to Supporters Way. They commented that play facilities appear to be well distributed across the site, but that contributions should be required for the provision of large multi-play unit at Jones Memorial playground to cope with added demand. Parks have also requested that all replacement tree planting within the development, park and public domain is carried out by the applicant to

an agreed specification. Funding for the management of the Scheduled Monument is agreed through the Section 106 agreement.

Education

- 3.35 The Education team has advised (17 May 2021) that the application site falls within the primary catchment area of Temple Sutton and secondary catchment area of Cecil Jones High School and as a mixed development all units would be counted for S106. They have commented that the local primary school has capacity to accommodate this development currently and therefore no contribution is sought. Whilst the secondary school also has places at present, it is part of a borough wide expansion programme to meet heightened demand from September 2021 onwards and as this development (both outline and detailed) would add a significant population, S106 contribution of approximately £1,959,756.67 is sought towards improvements at Cecil Jones High School, Southchurch High School or Chase High School. The education calculation is approximate and will be calculated on a formula basis within the Section 106 agreement.

Archaeology

- 3.36 The Council's Archaeology Officer commented on this application on 25 May 2021. They have noted that due to the high potential for encountering non-designated archaeological remains within the application site, which would be damaged, it is proposed that a watching brief is undertaken across the site with an archaeologist present at all times during groundworks. It is stated that *"If the watching brief uncovers archaeological remains then further archaeological intervention will be required and this may include open area excavation which will be determined upon discovery of archaeological remains. The areas containing archaeological deposits will have development halted until the satisfactory completion of fieldwork, as detailed in the mitigation strategy which should be submitted by the applicant and signed off by the LPA. The applicant will submit to the LPA a post-excavation assessment (to be submitted 6 months after fieldwork unless otherwise agreed). This will result in the completion of post-excavation analysis, preparation of a full site archive and report ready for deposition at the local museum, and a submission of a publication report."* The officer has provided the details that should be included in the relevant planning condition to be secured.

Lead Local Flood Risk Authority

- 3.37 Mott Macdonald on behalf of the Council as the Lead Local Flood Risk Authority (LLFA), has confirmed that *"the information provided for the SuDS/Drainage Strategy is deemed sufficient for this stage in line with the Detailed Drainage Design Checklist, however, there are several omissions, inconsistencies and additional information that will need to be addressed and submitted to SBC for review and approval during detailed design prior to construction as part of conditions or reserved matters through appropriately worded conditioning."* Their requirements included the provision of graphical information and calculations, the confirmation of proposed water quality and water treatment details and evidence of acceptance from Anglian Water to connect into the existing sewers.

Ecology

- 3.38 The Environmental and Green Space Project Officer has provided comments on the application on 27 May 2021. The officer has stated that as per the recommendations of the bat surveys, further surveys should be undertaken in optimal conditions as the absence of bats during the survey may have been due

to the time of year and weather. No badgers have been recorded in the surveys but as there is no access to various areas (as the ecologists have noted) this may not mean there is an absence of badgers on site. The Essex Badger Protection group may have previous records and surveys of activity at this site. Further ecological surveys will be needed before development takes place due to possible changes in activity that may have occurred between the time of the initial survey and the time when development commences.

4.0 Relevant Planning History

- 4.1 Planning permission has previously been granted by the Secretary of State (SoS) for a lesser scale of development on a smaller site in June 2008 (including earlier SoS decision letter of 5 March 2008 (D1590/V/07/1201353 & B1550/V/07/1201356), following a call-in inquiry and recommendations to grant permission by both Southend-on-Sea Borough Council (SSBC – Ref: SOS/06/01300/FUL) and Rochford District Council (RDC – Ref: 06/00943/FUL). The SSBC consent has now expired. The Club has made a material start to implement the Rochford consent which included four training pitches (one floodlit), matchday parking, and flood attenuation measures, which remains extant.
- 4.2 The planning history deemed relevant to the proposed development can be found in Table 4.1 below:

Table 4.1: Planning History of the Fossetts Farm Site

Application Reference	Description of Development	Decision and Date
19/01985/FULM Roots Hall	Demolition of existing stadium and surrounding buildings and structures, phased erection of nine buildings between two and eight storeys, providing 502 residential units (Use Class C3), car and cycle parking, access and landscaping.	Under consideration alongside Fossetts Farm application.
11/00538/EX	Demolish Nightclub and Training Facilities; Erect 22,000 seat football stadium including 114 bedroom hotel, conference floorspace, players hostel, food and drink concessions, bars and other ancillary facilities; erect 67 flats with basement parking, erect retail units (Class A1) totalling 16,400 sq. meters of floorspace of which at least 20% shall be restricted to bulky/DIY goods, erect restaurant (Class A3) comprising 279 sq. meters of floorspace, erect health club (Class D2) totalling 3205 sq meters of floorspace, lay out parking and cycle spaces and associated landscaping and form vehicular accesses onto Eastern Avenue and Fossetts Farm Link Road (application to extend the time limit for implementation following the permission of 06/01300/FULM granted 30/06/3008)	Resolved to Grant Permission 10th April 2013
06/01300/FUL	Demolish nightclub and training facilities; erect 22,000 seat football stadium including 114 bedroom hotel, conference floorspace, players hostel, food and drink concessions,	Resolved to Grant Permission 24th January 2007

17/00733/FULM - Fossetts Farm

	bars and other ancillary facilities; erect part five/ part six / part seven storey block comprising 127 flats with 192 basement parking spaces; erect 15 retail units totalling 22,682 sq. meters of floorspace; erect restaurant (279 sq. meters), lay out 1110 car parking spaces and cycle parking spaces and associated landscaping and form vehicular accesses onto Eastern Avenue and Fossetts Farm Link Road	Appeal Allowed by SoS 30 Jun 2008 D1590/V/07/12013 53 & B1550/V/07/12013 56
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5.0 Planning Policy Summary and Material Considerations

Development plan

- 5.1 This hybrid application is assessed in accordance with Section 38(6) of the Planning and Compulsory Purchase Act (2004) which requires that development proposals must be determined in accordance with the development plan unless material considerations indicate otherwise. The relevant development plans for Southend comprise the Core Strategy (2007), the Development Management Document (2015), and Southend Central Area Action Plan (SCAAP, 2018) noting that relevant saved policies in the Borough Local Plan First and Second Alterations (1994 and 1999) have been superseded by policies within these documents.
- 5.2 The Core Strategy (2007) was adopted prior to the current NPPF (2021) and previous versions (2012 and 2018). The NPPF (Para. 74) confirms that Local Planning Authorities should identify a 5-year Housing Land Supply using the standard methodology set out in national guidance.
- 5.3 Similarly, the Development Management Document (2015) was adopted pursuant to the Core Strategy and before the previous latest iterations of the NPPF (2018, 2019 and 2021).
- 5.4 The Essex Waste Plan (2017) also forms part of Southend's development plan, but this includes no relevant policies for the consideration of this application.

Emerging Plans

- 5.5 The emerging revised Southend-on-Sea Local Plan - Planning for Growth and Change, is in preparation with an Issues and Options paper the subject of consultation between February and April 2019. The next stage of plan preparation on Refining Options, took place in Q3 of 2021, whilst the publication of a Preferred Approach consultation document is due to follow in Q3 2022. The proposed submission of the Local Plan to the Secretary of State for Examination is estimated for Q4 2023. These timescales are subject to approval and may change.
- 5.6 Given the early nature of this document is noted and given this (in particular, its pre-examination status), and in accordance with the guidance in the NPPF (paragraph 48), no weight is given to this emerging Plan in the consideration of this application.
- 5.7 The Council, along with Basildon, Brentwood, Castle Point, Rochford, Thurrock and Essex County Council, are preparing a South Essex Joint Strategic Framework, but to date no formal consultation has been carried out. Again, no weight is given to this emerging document in the consideration of this application.

Material Considerations

- 5.8 Several other strategic and local documents are material to this application. The National Planning Policy Framework ("NPPF"), Planning Practice Guidance ("PPG") and National Design Guide (2019) documents set out Government policies and explain how they should be applied. The Council's Design and Townscape (2009); its Streetscape Manual (2015); and its Planning Obligations, A Guide to Section 106 and Developer Contributions (2015), are relevant material considerations. In addition, the Council's Southend Car Parking

Strategy (2018) provides relevant guidance and is material to the determination of this application.

Development Plan Policy

5.9 A full schedule of development plan policies relevant to the application proposals is provided at **Appendix 2**. This includes an appraisal of the proposals against each policy objective. The policies inform the key planning considerations that are identified and assessed in Section 6.0 of this report, where the outcome of this appraisal is referenced. The full schedule of policies is not repeated here, and reference should be made to **Appendix 2** for this information.

5.10 The ability of the application proposals to satisfy the detailed requirements of this policy will help inform an appraisal of the scheme's contribution towards satisfying other wider policy objectives in the Plan. The Council's Spatial Strategy and Development Principles (Policy KP1 and KP2 of the Core Strategy) are also considered to be particularly relevant.

Core Strategy (2007)

5.11 Relevant policies:

Policy KP1 – Spatial Strategy

Policy KP2 – Development Principles

Policy KP3 – Implementation and Resources

Policy CP1 – Employment Generating Development

Policy CP2 – Town Centre and Retail Development

Policy CP3 – Transport and Accessibility

Policy CP4 – The Environment and Urban Renaissance

Policy CP6 – Community Infrastructure

Policy CP7 – Sport, Recreational and Green Space

Policy CP8 – Dwelling Provision

Development Management Document (2015)

5.12 Relevant policies:

Policy DM1 – Design Quality

Policy DM2 – Low Carbon development and Efficient use of Resources

Policy DM3 – The efficient and effective use of land

Policy DM4 – Tall and Large buildings

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

Policy DM7 – Dwelling mix, size and type

Policy DM8 – Residential standards

Policy DM10 – Employment Sectors

Policy DM11 – Employment areas

Policy DM13 – Shopping Frontage Management outside the Town Centre

Policy DM14 – Environmental Protection

Policy DM15 – Sustainable Transport Management

5.13 As above, the tables at **Appendix 2** set out the relevant policies in more detail and provide a commentary to assess how the proposed development relates to the policy objectives.

Other Material Considerations

National Planning Policy

- 5.14 The National Planning Policy Framework (July 2021) sets out the Government's planning policies and explains how they should be applied. It states that the purpose of the planning system is *"to contribute to the achievement of sustainable development"* (paragraph. 7). Paragraph 8 sets out the three dimensions of sustainable development; 'economic' in helping to build a strong, responsive and competitive economy, 'social' in supporting strong communities and providing the supply of housing required for present and future generations, and 'environmental' in protecting and enhancing the environment.
- 5.15 Fundamental to the assessment of this application the NPPF identifies a presumption in favour of sustainable development (paragraph 10). Plans and local decisions should apply this presumption in favour of sustainable development, and where development proposals accord with an up-to-date plan, they should be approved without delay (paragraph 11c). Where policies which are most important for determining the application are out-of-date, including where the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years or where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 74)– both of which are the case for Southend Borough Council, paragraph 11d goes on to state that planning permission should be granted unless *"i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or ii. 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."*
- 5.16 Particular importance should be placed on Paragraph 147 which states that *"Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances."* and Paragraph 148 which outlines that *"When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations."*
- 5.17 Also fundamental to the assessment of this application, Paragraph 60 states that to support the Government's objective of *"significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay."* Paragraph 64 goes on to support the re-use of brownfield land.
- 5.18 Under the economic dimension of sustainable development, paragraph 81 confirms that significant weight should be placed on supporting applications for economic growth and productivity, considering local business needs and the wider opportunities for development. Linked to this, paragraph 86 relates to the vitality of town centres, confirming *"planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation"*.

- 5.19 Under Paragraph 120 the NPPF requires decision makers to *“give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs...”*.
- 5.20 Design is highlighted as an important aspect of planning decision-making, with Paragraph 126 of the NPPF confirming that *“the creation of high-quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”*. Planning decisions should ensure developments function well over the lifetime of the development; are visually attractive; sympathetic to local character and history; establish or maintain a strong sense of place; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; and create places that are safe, inclusive and accessible.
- 5.21 The NPPF states under Paragraph 159 that *“inappropriate development in areas at risk from flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere”*.
- 5.22 Section 9 of the NPPF entitled, ‘Promoting Sustainable Transport’, highlights a need for developments to encourage walking, cycling and public transport use. Proposals should create places that are safe, secure and attractive; should take into account the delivery of goods and access from emergency services and; incorporate charging of plug-in and low emission vehicles in safe, accessible and convenient locations. Paragraph 108 refers to parking standards and confirm, *“maximum parking standards for residential or non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in the city and town centres and other locations well served by public transport”*.
- 5.23 With regard to traffic impact, Paragraph 111 makes it clear that *“Development should only be refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*.
- 5.24 Paragraph 174 emphasises the need to conserve and protect the natural environment. Planning decisions should *“prevent new and existing development from contributing to, and being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality...”*. In paragraph 179 of the NPPF, it states that LPAs should aim to conserve and enhance biodiversity during plan making. Paragraph 180 sets out several principles that should be applied during determination. One of the principles is that ‘opportunities to incorporate biodiversity improvements in and around developments should be encouraged’.
- 5.25 With reference to heritage assets, the NPPF continues at Paragraph 189, that *“these assets are an irreplaceable source, and should be conserved in a manner*

appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.” In determining proposals, local planning authorities should require an applicant to describe the significance of any heritage assets affected. “Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise...to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”

5.26 Paragraph 201 confirms that *“Where a proposed development will lead to substantial harm to a designated heritage asset, local authorities should refuse consent, unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm”.*

5.27 Paragraph 202 confirms that where harm is less than ‘substantial’, this should be weighed against the public benefits of the proposal. Effects on non-designated heritage assets also should be considered (Paragraph 203) in the overall balance. Case law established that considerable weight and importance should be given to any harm to designated heritage assets no matter the extent.

National Planning Practice Guidance

5.28 The online Planning Practice Guidance (PPG), originally introduced in March 2014, sets out guidance on the interpretation and implementation of the policies within the NPPF. This includes further detail on topics including town centre and retail, flood risk, waste and noise, among others.

National Design Guide (2019)

5.29 The National Design Guide forms part of the Government’s collection of planning practice guidance, and details what the Government considers ‘good design’ means in practice. As such it represents a relevant material consideration for the planning application. The Design Guide identifies ten characteristics that contribute to well-designed and well-built places. Paragraph 35 of the Guide states that *“well-designed places have individual characteristics which work together to create its physical character. The ten characteristics help to nurture and sustain a sense of Community. They work to positively address environmental issues affecting Climate. They all contribute towards the cross-cutting themes for good design set out in the National Planning Policy Framework.”*

The ten characteristics are:

- Context: Well-designed places should enhance the surroundings;
- Identity: Proposals should be attractive and distinctive;
- Built Form: Schemes should adopt a coherent pattern of development with compact permeable layouts;
- Movement: Schemes should be accessible and easy to move around;
- Nature: Opportunities to enhance and optimise natural assets should be grasped;
- Public spaces: Spaces should be safe, social and inclusive;
- Uses: Proposed land uses should be mixed and integrated;
- Homes and buildings: Development should be functional, healthy and sustainable;

- Resources: Well-designed spaces should be efficient and resilient reducing their resource requirements (including land, energy and water); and,
- Lifespan: Well-designed spaces should be made to last.

Technical Housing Standards – nationally described space standard (2015) and Technical Housing Standards Policy Transition Statement (2015)

5.30 These documents set out the internal space standards that developments are required to meet where new dwellings are being provided and the transitional processes for implementing these standards.

Ancient Monuments and Archaeological Areas Act 1979

5.31 Section 61(12) defines sites that warrant protection due to their being of national importance as 'ancient monuments'. These can be either scheduled monuments or "*any other monument which in the opinion of the Secretary of State is of public interest by reason of the historic, architectural, traditional, artistic or archaeological interest attaching to it.*" The Act makes provision for the investigation, preservation and recording of matters of archaeological or historical interest and for the regulation of operations or activities affecting ancient monuments.

Design and Townscape Guide (2009)

5.32 The Council's Design and Townscape Guide is a relevant material consideration for the consideration of this planning application.

5.33 The overarching principle of the Guide is for new developments, renovations, streets and urban spaces to be of a high-quality design and of a sustainable nature, whilst safeguarding and enhancing local character. New developments should be designed to allow access for all; conserve and enhance built heritage and natural resources; whilst not increasing the risk from climate change and flooding.

5.34 Development in Southend should create a quality, sustainable urban environment, where there is a diversity of activity. Creative design should be used to achieve sustainable development, whilst making the best use of previously developed land and improving the quality and attractiveness of residential and commercial areas.

5.35 The Guide recognises that through development, there can be opportunities to improve pedestrian, cycle and vehicular access. By creating new links and improving existing links, the use of sustainable modes of transport can become more attractive.

5.36 Another key aspect in the Design Guide is the recognition of the importance of protecting and enhancing the setting of scheduled ancient monuments. Any development affecting the historic environment will need to take into account those aspects of acknowledged importance and be designed to respect, safeguard, restore or enhance its quality. The Guide sets out that where such a site is likely to be affected by the proposed development, an archaeological site evaluation will be required either prior to a decision on the planning application or prior to the start of the development. Results of the evaluation will inform the need for mitigation, in order to preserve remaining archaeological evidence, and for any further archaeological work prior to or during development.

5.37 Large mixed-use development schemes will be expected to include as part of masterplans, an area of public open space that can be used by the wider community. The document recognises that a well-designed open space which is well designed and landscaped and has a clear function can play a significant role in the creation of a sustainable community. There is a general presumption against developments which lead to the loss of existing open space. The contribution of open spaces to biodiversity is another key area for consideration, achieved through careful landscaping.

5.38 With regards to car parking, the Design and Townscape Guide advises that developers should be able to demonstrate that the level of parking provision proposed is adequate and does not visually dominate the scheme. In all types of development, cycle parking should be provided that is safe, secure and weatherproof.

Streetscape Manual (2015)

5.39 The Guide aims to reinforce the identity of the Borough by providing a consistent and high quality approach to the design of new and existing streets in the Borough. It applies the “remove, relocate, rethink” principles to all new and existing schemes to provide a clutter-free environment, make the Borough’s streets and public realm safe and accessible for all. It recognises the needs of vulnerable road users and encourages walking, cycling and other sustainable modes of transport; it seeks to improve the street environment for residents helping to attract visitors to the town and promote the regeneration of the Central Area, whilst also enhancing the Borough’s Green Infrastructure.

5.40 The SPD provides guidance to encourage development proposals to “*strike a balance between reducing unnecessary street clutter and hazards, encouraging personal responsibility and community interaction, whilst maintaining the necessary movement of people in and out of vehicles. Where appropriate, the mixing of modes should be encouraged, giving priority to the most vulnerable road users, promoting accessibility to all areas in Southend in a safe, easily navigable way.*”

Planning Obligations: A Guide to Section 106 and Developer Contributions (2015)

5.41 This Guide sets out the Council’s approach and priorities in regard to planning obligations and how Section 106 obligations, CIL, planning conditions and Section 278 agreements work together to help achieve sustainable development. The document also provides clarity on what infrastructure will be secured through these mechanisms.

5.42 The document notes that for commercial schemes improvements to transport networks and the wider public realm are likely to be required to serve both employees and other users, while for residential schemes this could include provision to meet increased demands for education and training, health facilities, arts and culture, open space and leisure. A Section 106 Agreement can also secure the provision of affordable housing.

Southend Car Parking Strategy (2018)

5.43 The Council commissioned consultants to produce a Borough-wide Parking and Access Strategy for Southend. The document, published in April 2018, sought to identify how Southend could provide the best experience for residents and

visitors to the Borough, with regard to embracing new technologies and car park management techniques.

- 5.44 As part of its appreciation of prevailing conditions, it confirmed that Southend Central Area has 2,562 spaces in key visitor car parks, serving the Central Seafront and Town Centre. In addition, an additional 580 paid for spaces on street or in private car parks to the south of Southend Central Area were identified. Reference is made to the Gas Works site on the Eastern Esplanade that the Council acquired and has converted to a car park, to provide approximately 200 additional spaces. The Report also acknowledges the presence of 2,800 spaces to the north of the Central Area that had the potential to be used by visitors, but in a less convenient location. It concludes that car parking provisions within and around Southend is relatively high, with visitors likely to be able to find a space except for busy peak days when there is a shortage of capacity close to seafront tourist attractions.
- 5.45 With this background established, the Strategy presents a series of Objectives for the Borough, to be incorporated with a Visitor Access and Parking Management Plan.
- 5.46 Objective 1 of the strategy places its focus on reducing demand for parking by residents in key visitor car parks on peak days and congestion hot spots, encouraging walking, cycling and public transport as alternatives. Objective 2 seeks to improve Communications with travellers before they leave for Southend providing visitors with an online parking map, improved information on the Council's parking page, improved information and links to journey planners and car parks. Objective 3, the Council aims to improve information for visitors during their trip with improved signage at car park entrances, VMS, local area maps for pedestrians at exit points and payment machines. Objective 4 aims to provide a designated traffic management response crew on busy visitor days to manage the circulation of traffic at key junctions. Objective 5 proposes better collection of data of visitor behaviours to allow for a better understanding of the flows of visitors to Southend. Objective 6 considers improved access options such as bike shared docking stations, seafront bus route, seafront pedestrian/cycle route, cycle route signage, highways work such as Queensway improvement works, and improved walking routes. Finally, the Strategy proposes to increase its seasonal park and ride offer (Objective 7).
- 5.47 The Strategy also proposes a detailed signage strategy, to improve better direct drivers to the most appropriate car parks, especially on days of high demand.

Local Transport Plan (LTP3) (2011-2016, revised 2015)

- 5.48 This document has been devised after consultation with local transport companies, residents and transport user groups. It contains policies that aim to reduce congestion in Southend and to develop economic and environmental growth.

Vehicle Crossing Policy & Application Guidance (2014)

- 5.49 This document sets out the policy and approach to providing vehicle crossings in development proposals.

Community Infrastructure Levy (CIL) Charging Schedule (2015)

- 5.50 The Community Infrastructure Levy (CIL) is a charge on new development to help fund infrastructure such as transport schemes and schools, which the Council, local community and neighbourhoods require to support growth from development. CIL is governed by the CIL Regulations 2010 (as amended). The Charging Schedule was adopted on 27 July 2015.

Waste Storage, Collection and Management Guide for New Developments (2019)

- 5.51 The purpose of this Guide is to provide an outline of the waste storage, collection and management criteria that developers should be applying to new developments in Southend.

Historic England: GPA3 – The Setting of Heritage Assets (2017)

- 5.52 This document sets out guidance, against the background of the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guide (PPG), on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.

- 5.53 It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting.

Essex Coast Recreational Disturbance Avoidance and Mitigation Strategy (RAMS) Supplementary Planning Document (SPD) (2020)

- 5.54 The SPD considers the impact of development on Designated Habitats Sites with a potential to have an impact on the birds. All new homes within the Zone of Influence are required to pay a tariff per dwelling to contribute to the Essex Coast RAMS and mitigate likely significant effects from recreational disturbance.

6.0 Planning Appraisal

- 6.1 Within the context of prevailing Development Plan policy and with due regard to other material considerations, that include additional Policy Guidance, planning history and consultee comments, the following key planning considerations relevant to this planning application have been identified. Each is addressed in turn.

- 1) Principle of development
- 2) Facilities for sport, recreation and the community
- 3) Housing mix, type and standards
- 4) Transport and accessibility
- 5) Parking
- 6) Design and landscaping
- 7) Townscape and visual Impact
- 8) Heritage and archaeology
- 9) Residential amenity
- 10) Socio-economic impacts
- 11) Ecology and biodiversity
- 12) Sustainability and energy strategy
- 13) Other environmental matters
- 14) Delivery Strategy
- 15) Green Belt impact and Very Special Circumstances

1) Principle of Development

- 6.2 The planning application will facilitate the relocation of the SUFC Stadium from the Roots Hall site to the Fossetts Farm site, which in principle, is supported by relevant SSBC policy as analysed below. Collectively the two schemes will provide a significant amount of new housing development, together with the community and economic benefits that the new stadium and its ancillary uses will bring.
- 6.3 As a result of the SUFC Stadium relocation, the site at Roots Hall will be vacated and regenerated through a residential development. The two associated applications are considered together where appropriate but are subject to separate determination (see separate Roots Hall Committee Report). Cessation of use and demolition of the existing Roots Hall Stadium will not be permitted, until the new Fossetts Farm Stadium Phase 1 is completed and ready for use, including the provision of matchday car parking.
- 6.4 The site is subject to a range of planning policies including policy KP1 *Spatial Strategy*, which identifies Fossetts Farm as a key Priority Urban Area. The spatial strategy seeks to deliver a distribution of investment and development through the reinforcement of Priority Urban Areas as policy mechanisms for regeneration and growth. Fossetts Farm is one of the designated areas with the potential to “contribute fully to local employment objectives and to provide for quality environments.” Policy KP1 specifically states that “*The relocation of Southend United Football Club Stadium to Fossetts Farm area will be supported in principle.*” The planning application addresses this principle by proposing the relocation of the SUFC Stadium from the Roots Hall site to Fossetts Farm.
- 6.5 The following sections of this assessment consider the principle of the proposed uses.

The Stadium

- 6.6 The development proposes the creation of a phased new 21,000 seat SUFC Stadium with ancillary uses, which include a Stadium shop and a café/restaurant totalling 39,156sqm of Sui Generis use. The principle of the redevelopment of Roots Hall Stadium and the relocation from Roots Hall to Fossetts Farm is informed by NPPF Paragraph 99 which states that existing sports buildings should not be built on unless “*the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.*” The Roots Hall development proposes the demolition of the existing Stadium once the Phase 1a I Stadium for SUFC (13,893 seats) is complete and the football club has relocated. The larger stadium (both Phase 1a and Phase 2a elements) will better cater to the future needs of the football Club and meet contemporary stadium design and safety requirements. Policy KP1 of the Core Strategy also specifically supports Fossetts Farm as the new site of the Stadium.

Stadium Hotel and Conference Facilities

- 6.7 The Stadium north stand (Phase 2a) includes an integral hotel with conference facilities of 9,612sqm. This is in line with policy CP1 *Employment Generating Development*, which states that development will be expected to “*support the town’s regional potential to develop as a Hotel and Conference Resort*”.
- 6.8 Policy DM12 *Visitor Accommodation* states that “*New visitor accommodation will be focused within the Southend Central Area, London Southend Airport area and at locations with good access and a clear and strong relationship with the Seafront (the ‘Key Areas’).*” Given the close proximity to Southend Airport the development complies with this policy and also the co-location of the hotel and conference facilities and the Stadium, the development is considered reasonable in terms of sustainability and an effective use of land, as the hotel is intrinsic to the Stadium and its hospitality offer, integrated within it instead of a stand-alone provision.
- 6.9 Policy DM3 *The Efficient and Effective Use of Land* states that the Council will support development that “*seeks to optimise the use of land in a sustainable manner*” and Policy KP2 *Development Principles* states that new development should contribute to regeneration in a sustainable way by reducing the need to travel. The very close proximity of the hotel to the Stadium allows it to also serve as corporate hospitality floorspace and private viewing boxes, as well as potentially accommodating away fans on matchdays. This co-location and sharing of uses is considered to provide a sustainable form of accommodation.

Stadium Residential

- 6.10 The Stadium also includes integrated residential development with 14,216sqm proposed as part of the north stand (Phase 2a). This accords with Policy DM3 *The Efficient and Effective Use of Land* as it optimises the use of the north stand of the Stadium by providing 182 homes and enables the daily use of the site. The residential use of the Stadium is also supported by planning policy at different levels pertaining to the sustainable provision of housing to meet local need. This is examined in more detail further below.

- 6.11 The proposed Stadium uses which include the Stadium and its ancillary uses, the hotel and residential provision and the creation of community facilities, are in principle, compliant with adopted policy.

The Soccer Domes

- 6.12 The full application proposes two new soccer domes, the Community Dome and the Academy Dome along with ancillary buildings. The SUFC Academy building includes a dining room, a café, office and teaching floorspace, changing facilities and player and staff accommodation, totalling 4,530sqm, and the Community changing facilities building includes a classroom, totalling 7,875sqm.
- 6.13 The two domes and ancillary buildings are located within designated Green Belt land and protected green space (KP2, CP4, CP7), as per the Development Management Policies Map (2015). Policies KP1 and CP4 stipulate the importance of “*maintaining the open character of the Green Belt.*” While the football pitches are potentially an appropriate Green Belt use, the dome structures and ancillary buildings are regarded as inappropriate development in the context of Green Belt policy and will therefore only be acceptable in ‘very special circumstances’. This matter is discussed in more detail in concluding section 6 of this report.
- 6.14 The Community Dome and its ancillary building will be utilised by Southend United Community and Educational Trust (SUCET) programmes and for wider community use, including any new residents of the proposed development. This use complies with Policy CP7 *Sport Recreation and Green Space* which states that “*The Borough Council will bring forward proposals that contribute to sports, recreation and green space facilities within the Borough for the benefit of local residents and visitors.*”
- 6.15 The Academy Dome and building are self-enclosed facilities limited for the SUFC Academy use and supports the Club’s ambitions for a “world” class facility to encourage youth development, exclusively used by the Academy scholars for their training and learning purposes.

Residential Development

- 6.16 The detailed part of the application proposes a total of 347 new homes comprising 182 homes in the north stand of the Stadium (14,216sqm), 72 homes in the Fan Plaza residential building (10,233sqm), 42 homes in the Fossetts Way North building (3,888.1sqm), and 51 homes in the Fossetts Way South building (4,781.6 sqm). The outline part of the development proposes a new residential neighbourhood of up to 1,114 new homes of up to 118,000sqm. Part of this element of the scheme falls within designated Green Belt land and a large element within protected green space (KP2, CP4, CP7), as per the Development Management Policies Map (2015).
- 6.17 Policy CP8 *Dwelling Provision* of the Core Strategy states that “*Provision is made for 3,350 net additional dwellings between 2001 and 2011 and for 3,150 net additional dwellings between 2011 and 2021.*” The Standard Method (December 2020) increases the annual housing need of the Borough to 1,181 homes from the level of 325 dwellings per annum stated in Core Strategy Policy CP8, representing a 263% increase and highlighting the pressing need for housing within the Borough.

- 6.18 The Housing Delivery Test (HDT) was introduced as part of the National Planning Policy Framework (NPPF, 2019), which showed that for Southend the delivery rate as of March 2018 was 49% of the assessed needs. Because this result was below the 95% threshold (at the time) SSBC had to prepare an Action Plan to help improve its performance in this respect. The Action Plan (2019) prioritises housing delivery corporately by promoting Southend as a location for sustainable growth and attracting developers and large-scale housebuilders, who could boost delivery. The HDT 2020 shows the housing delivery rate falling further to 36% for Southend. As part of a recent appeal decision (APP/D1590/X/18/3219061, with evidence provided in April 2021) it was common ground that Southend was only able to demonstrate a 2.55 year housing land supply of deliverable housing sites, including consideration of appropriate buffers, which falls below the five year supply required by national policy.
- 6.19 Footnote 8 of the NPPF (to Paragraph 11d) states that for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years then the presumption in favour of sustainable development should apply subject to 11 di) not being engaged. Both of these cases, one a measure of historic housing delivery and the other an indication of future supply, apply to Southend and therefore in the determination of the proposed development. The full component of the development proposes a total of 347 new homes estimated to be delivered by 2024 and the outline component up to 1,114 new homes estimated to be delivered by 2027. This is a significant contribution which will help the Council meet its identified housing need.
- 6.20 The principle of new housing is strongly supported by planning policy at all levels and in the current context, the delivery of additional housing, particularly affordable housing, should carry substantial weight.

Use Class E

- 6.21 The full part of the development proposes 817sqm of use class E ancillary uses to the Stadium comprising a Stadium shop and café/restaurant floorspace. The Outline part of the development proposes up to 1,609sqm of use class E flexible floorspace.
- 6.22 NPPF Paragraph 90 states that “*When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m² of gross floorspace).*”
- 6.23 The Stadium ancillary uses and the Outline flexible floorspace comply with policies KP1 and CP1 by creating new employment floorspace. The Stadium ancillary uses are committed to be operational in accordance with planning conditions that seek to ensure that any non-residential floorspace does not directly compete with the town centre uses.

- 6.24 The Outline flexible floorspace also complies with policy KP2 by providing essential services and amenities to the proposed new residential neighbourhood. The proposal to include some other mixed uses will enliven the scheme and help to achieve a mixed and sustainable neighbourhood in and around the new Stadium. The proposed locations for the non-residential uses are also appropriate and will help to animate the Fan Plaza and the principal frontage to Eastern Avenue. This floorspace will create local amenity and expand the urban area's capacity to accommodate the additional residents generated. Any future change of the use class E provision to residential use will be resisted and therefore its' ongoing E class use is proposed to be secured by planning condition.

Sui Generis/Use Class F1/F2

- 6.25 890sqm of sui generis floorspace is proposed within the Fan Plaza residential building, with the DFS committing this is to be the new home of SUCET for its community and sporting programmes. In addition, within the Outline residential neighbourhood a minimum 280sqm is secured by planning condition to be provided as use class F1/F2 for community use. This provision complies with policy CP6 *Community infrastructure* which states that proposals should provide for new leisure, cultural, recreation and community facilities.

2) Facilities for sport, recreation and the community

The Stadium

- 6.26 Southend United Football Club has played at Roots Hall Stadium in Prittlewell, since 1955. The ground has a capacity of 12,306 seats. 3% of this seating capacity is set aside for directors, executives and corporate hospitality. Given the limited long-term prospects for increasing the capacity of the stadium at its current site to a size commensurate with the aspirations of the Club, the applicant states that securing the Fossetts Farm application for a new Stadium is the only viable option for safeguarding the Club's long-term future.
- 6.27 The current Stadium has a number of deficiencies which include the restricted views in many parts of the ground from columns and rows, players' and officials' changing room facilities being substandard and in poor condition and disabled seating capacity being below accepted standards. The ability to expand capacity at the existing site is severely limited by the site's small footprint, the built-up area surrounding it and its residential character.
- 6.28 In addition to operational requirements, there is also an economic argument for securing essential improvements to the Stadium's facilities. The Club requires the support of an up-to-date Stadium complex, with the ancillary commercial elements characteristic of modern day stadia, such as restaurant and conference facilities and corporate hospitality suites, in order to generate necessary revenue for the Club and improve its commercial viability as a business operation. This viewpoint was endorsed by the planning inspector at the public inquiry into the land at Fossetts farm in 2007, who stated in his subsequent report (2008): "... *there can be little doubt that a new Stadium is needed in order to ensure the future of the Club, which clearly makes an important social, sporting and economic contribution to Southend...*"

- 6.29 The phased development of the new 21,000 seater Stadium will be a significant sporting facility for Southend and the wider region. It will be of a contemporary design with mixed use facilities to reflect the long-term cultural and social importance for the town. The field of play will be 105m X 68m which is the maximum size of a football pitch. The internal accommodation, once complete will comply with best practice guidance on the design of stadia seating and ancillary facilities. The quantum and location of accesses and concourses provides flexibility for the subdivision of space for both away fan segregation and hospitality in the future, as needed.
- 6.30 The Stadium has also been designed to ensure maximum use for users of all abilities, in accordance with best practice guidance. The sloping topography of the site enables wheelchair users to enter the Stadium at a higher level of the Stadium at the south stand, allowing the ideal location of all wheelchair spaces in this stand whilst minimising the use of lifts. It is proposed to create 159 wheelchair positions within the Stadium, which exceeds the level suggested through pre-application consultation. These seats will be spread across the Stadium for the use of home general fans, away general fans and hospitality guests. Each seat will be accompanied by a corresponding companion seat and all seats have been designed to ensure optimum sightlines to the pitch for a wheelchair user.
- 6.31 The provision of a new Stadium will provide SUFC with the opportunity to increase matchday attendance, while improved facilities will enable the Club's followers to spectate at a top quality Stadium and is highly likely to encourage new spectators. The additional commercial, hotel and conference facilities will further support the Club's long-term viability.

Stadium Community Facilities

- 6.32 The applicant proposes the creation of spaces for creative production, including artist studios, workshops and workrooms that are attractive to local artists to lead on public art projects and cultural events for the community. This use is supported by Policy CP1 *Employment Generating Development* which states that development will be expected to "*enhance the town's role as a cultural and intellectual hub, visitor destination and cultural centre*" and Policy CP6 *Community infrastructure* which states that development proposals must contribute appropriately to facilities by "*providing for new leisure, cultural, recreation and community facilities.*"
- 6.33 SUCET also proposes to formulate a new Sensory Room within one of the Stadium stands, in partnership with the Essex and Southend Sports Trust (EASST) for visual and hearing impairment participants. The objective will be to have the best facility in the country for programmes targeted to participants with complex health needs to help them experience football and sport in a safe environment.
- 6.34 A planning condition requiring a Community Use Agreement related specifically to facilities within the Stadium is proposed requiring details to be agreed prior to occupation of the Stadium.

First Team Training Facilities (Rochford District)

- 6.35 The Club has extant permission for four training pitches at the neighbouring Rochford site (ref: 11/00244/TIME) and simultaneously with this application has

submitted a new application (ref 17/00436/FUL) for land at Smither's Chase, comprising four training pitches, first team training centre, flood attenuation and stadium parking.

- 6.36 The First Team competed until recently in the League Two football matches and for the 2021/22 season will compete in the National League. The Club also conducts a full under 23 squad. Competing for and retaining First Team players is a highly competitive commercial area. Players have a choice of many Clubs and will assess not only the financial offer but the training, education and sport science facilities, all of which contribute to the dynamics of a football Club and attractiveness of the offer.
- 6.37 The training centre for Southend's First Team is specifically designed for the professional needs of SUFC, associated with the combined use of the adjacent training pitches, matchdays at the Stadium and future progression of the Club through the football leagues. Due to the elite nature of the First Team, they require a significant level of facilities in the training centre with football training pitches adjacent with a high level of privacy, due to active competition for new talent.
- 6.38 The applicant states that all of the facilities within the training centre are essential to the operation of an elite level football club and the proposed size is commensurate with the level of professionalism of the Club. Its location allows for spectators (most importantly to include parents of young academy players) and represents an important ingredient as the parents of Academy players can then witness the level of tuition available to their children and to view the match on the closest pitch from indoors.
- 6.39 Therefore, these new facilities will support the Club's quest for promotion back into the English Football League.
- 6.40 The application within Rochford District is subject to a separate approval process and there is currently no guarantee when this application may be determined or implemented and there is currently no confirmation of how this will be funded. As a result, a combination of planning obligations and conditions are proposed to ensure appropriate mitigation is provided to prevent the loss of facilities and the provision of essential supporting infrastructure prior to development commencing on that land and provision of matchday parking ahead of occupation of the stadium and residential units. As outlined in Section 4, the Applicant intends to submit a separate application for a temporary training facility to ensure the project can commence through the suggested obligations and conditions.

The Soccer Domes

- 6.41 The relocation of the David Beckham soccer domes will deliver all year-round sporting accommodation and 3G pitches of a superior standard to outdoor pitches for the Club and the community's benefit. In addition, both will be served with changing and teaching facilities to Sport England and FA standards and dedicated parking areas.
- 6.42 The associated community changing facilities and academy buildings seek to provide high quality community facilities and achieve Level 2 football academy status respectively. The internal accommodation is designed for optimum use

and functionality in accordance with Sport England guidance on the design of sports facilities.

- 6.43 The Club's Academy Dome will provide excellent all weather training facilities for the academy scholars and meet the minimum needs of the Club. The Academy building will be connected to the Academy dome and will provide accommodation for the Academy scholars, alongside dedicated training facilities, a café and classroom.
- 6.44 The Community Dome is being proposed to mitigate the impact of the loss of the existing Cecil Jones playing fields that are no longer in use. Sport has been stressed by both the NPPF (para 98) and Sport England Guidance as of great importance to the health and wellbeing of communities. The Council's Parks team has confirmed that "*The proposed development of new sports facilities in the dome will offer a significant improvement to the former pitches and the benefits of the development would appear to outweigh the loss of the field.*"
- 6.45 The replacement facilities will be superior with onsite changing facilities, teaching room and all-weather pitches with a mix of adult, under 11, u9/10 or u 7/8 pitches. It will be dedicated for use by SUCET's community and sporting programmes and the wider community, with its operation overseen by an appointed Steering Group and secured by a conditioned Use Plan.
- 6.46 This will enable the Club to provide expanded health and wellbeing benefits to the local community in accordance with paragraph 98 of the NPPF. This application will support those aims, together with enhancing sporting provision and ancillary facilities in accordance with the aims and objectives of current Sport England planning guidance. As illustrated within the applicant's Phasing Plan, the Community Dome will come forward in Phase 1d within 12 months of operation of Phase 1 of the Stadium. This phasing will be secured by condition.
- 6.47 The above identified benefits the proposed facilities are expected to offer to both the development itself and the wider community, this benefit is considered to constitute a material consideration which justifies the resulting loss of protected green space and departure from policy.

SUCET Community Programmes and Facilities

- 6.48 An established benefit of the Club is the sporting and community values that arise from the work undertaken by Southend United Community and Educational Trust (SUCET), the charity partner of SUFC and one of a network of English Football League (EFL) Trust charities affiliated to football clubs across England, which plans to significantly expand the work it undertakes through the new community facilities.
- 6.49 SUCET delivers an increasingly diverse range of projects across Southend and South East Essex, using the power of football and the name of Southend United for positive good within society. Through this new development SUCET intends to continue to operate its current programmes, expand some of the existing ones and establish some further programmes in the new facilities. Its areas of work fall broadly under the following categories:

- Sports Participation

- Health & Wellbeing
- Education & Training
- Community Cohesion

- 6.50 All programmes run by SUCET utilise football or wider sport to engage with its participants to achieve positive social outcomes, particularly amongst disadvantaged groups. As per the SUCET Impact Report findings from 2015-2016, 33% of the people the Trust worked with came from areas that are in the top 30% most deprived in the country and 20% from areas amongst the 20% most deprived.
- 6.51 The Trust works with young people who may be *“unemployed, in care, struggling at school and at risk of exclusion, facing issues such as homelessness and mental health problems or have been in trouble with the law”* (Princes Trust TEAM Programme). During the Covid pandemic the Trust targeted relief for individuals who are the most at risk of loneliness (*“Tackling Loneliness Together”* programme). Through its *“Senior Shrimpers”* programme the Trust helps people aged 55+ who live within the nine most deprived wards of Southend, to overcome social isolation and keep active.
- 6.52 Currently SUCET has limited access to in-house facilities at Roots Hall (195sqm) which are not fully accessible and are outdated. Through the new Community Hub at the ground floor below the Fan Plaza building of 890sqm and the Community Dome, the Trust will be able to significantly expand its programme offer. This space will be designed flexibly internally to allow the space to be opened up for larger groups and divided with partitions for smaller groups of 10-15 people. If an average room was designed for 30 people, the new facilities could provide around 14 classrooms. The new SUCET centre will comprise of:
- *“A Youth Zone: Numeracy/Literacy, Accredited Learning Programmes/ BTEC, Apprenticeships, National Citizens Service, Premier League Stars, Sports Coaching Qualifications, Enterprise Academy*
 - *A Community Gym: Includes programmes that aid daytime therapy and fitness classes for strength and condition for participants that might have spent time in hospital and are needing support returning home. The evening classes will be more community-based classes such as aerobics and circuit training.*
 - *A Community Health Zone: Young People Keep Active, GP Health Referral, After Cancer Exercise, Walking Football, Health Checks”*
- 6.53 Additionally, SUCET will have access for occasional use of the main Stadium pitch out of season through a hire agreement for any matches and tournaments. It also may use occasionally some of the hotel and conference facilities for meetings and ad-hoc events, which will be pre-bookable before use.
- 6.54 As per the *Sporting and Community Benefits Statement* submitted, the move to the new facilities is expected to achieve a dramatic increase (a 4-5 fold increase in hours and a 20 fold increase in participants) in the number of participants in SUCET’s programmes and the total hours of engagement, as outlined in the table below:

Table 6.1 Forecast Level of Engagement

	Level of Engagement			
	Current (2021)		Year 5 Target (following move to new stadium)	
	Participants	Aggregate hours	Participants	Aggregate hours
Current Programmes:				
Football & Education (BTEC)	40	27,360	150	102,600
Apprenticeships	10	15,600	30	46,800
Traineeships	30	12,960	60	25,920
Princes Trust TEAM Programme	30	12,960	60	25,920
Tackling Loneliness Together	250	700	1,000	2,500
Senior Shrimpers	85	200	200	667
Sub Total	445	69,780	1,500	204,407
Further Engagement Within New Facilities at Fossetts:				
Youth Zone Programme	N/A	N/A	1,500	24,000
Community Gym	N/A	N/A	750	36,000
Community Health Zone	N/A	N/A	1,000	48,000
Community Dome Football Pitch	N/A	N/A	4,800	86,400
Sub total	N/A	N/A	8,050	194,400
Additional participants / hours	N/A	N/A	9,105	329,027

6.55 As per the proposed table above, SUCET anticipates over a further 8,000 participants to the new programmes it will be able to run from the Fan Plaza building and Community Dome and a significant expansion of participants to some of the existing programmes the Trust runs, almost a 20 fold increase in existing numbers of participants. This substantial increase in community benefit, is secured by planning obligation and, as per the Illustrative phasing plan and draft planning condition, the SUCET centre (Fan Plaza residential building) will be delivered within 12 months of the Stadium Phase 1 completion.

3) Housing mix, type and standards

Housing mix

6.56 Policy DM7 of the *Development Management Document* states “all major residential development is expected to provide a dwelling mix that incorporates a range of dwelling types and bedroom sizes, including family housing, where feasible, to reflect the Borough’s housing need and housing demand.” Policy DM7 sets out the preferred dwelling mix for developments within the Borough, as follows:

Table 6.2 Dwelling Mix Market Housing – Policy DM7, Development Management Document

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

6.57 The preferred dwelling mix reflects the recommendations set out in the Strategic Housing Market Assessment (SHMA) (2013) and reflects the preferred mix across the entirety of the Borough. Policy DM7 requires that reasons for significant deviation from this mix are justified and demonstrated to the Council.

6.58 The proposal seeks to provide the following dwelling mix, as committed to via the Development Framework Specification:

Table 6.3 Proposed Unit Mix Range - Full Application

Dwelling size: No. of bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of dwellings	40%	41%	19%	0%

Table 6.4 Proposed Unit Mix Range - Outline Application

Dwelling size: No. of bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of dwellings	25%	41%	30%	4%

6.59 Both the full and outline proposed mix ranges vary from that specified at Policy DM7 by providing a higher ratio of 1 and 2-bed dwellings. Also, of relevance is the SHMA Addendum for the South Essex Authorities (2017), which provides a more up-to-date analysis of the housing need for the Borough, as shown in Table 6.5.

Table 6.5 Dwelling mix – SHMA Addendum

Dwelling size: No. of bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of dwellings	25%	41%	30%	4%

6.60 The SHMA Addendum demonstrates a higher need for 1 bedroom and 2 bedroom dwellings and a lower need for 3 bedroom) and 4+ bedroom (17%) dwellings in the Borough compared to the preferred dwelling mix of DM7. The Council’s Housing Officer acknowledges that the SHMA Addendum provides a revised forecast of the housing required within the Borough for 2014-2037 comprising 48% 1 and 2-bed dwellings. Whilst these housing size figures are presented on a Borough-wide basis, the SHMA Addendum notes that the *“individual mix of housing provided on a site-by-site-basis will need to take account of local market evidence and viability considerations, which will have an important influence on the appropriate mix.”*

6.61 The proposed development will accommodate a range of dwellings on the site, including flats and duplex/maisonettes. This, together with the provision of 19% 3-bed dwellings in the full and 30% of 3-bed and 4% of 4-bed dwellings in the outline application, will broaden the housing mix within the site and improve housing choices for the community.

6.62 Overall, taking into account the above, the proposed housing mix is considered to be suitably responsive and appropriate in the nature and circumstances of this case. The proposal is therefore acceptable and policy compliant in these regards.

Affordable Housing

- 6.63 In terms of affordable housing, Policy CP8 of the Core Strategy states that residential development proposals will be expected to contribute to local housing needs, including affordable and that the *“Borough Council will... enter into negotiations with developers to ensure that... all residential proposals of 50 dwellings or 2 hectares or more make an affordable housing or key worker provision of not less than 30% of the total number of units on site.”*
- 6.64 Where affordable housing is provided, Policy DM7 of the Development Management Document identifies that an *“indicative tenure mix”* of 60:40 between social and/or affordable rented and intermediate housing is sought. The target mix is set out in the Tables below.

Table 6.6 Full Application Private and Affordable Unit Mix

Private Unit Mix		Affordable Unit Mix	
1 Bed	100	1 Bed	40
2 Bed	100	2 Bed	42
3 Bed	46	3 Bed	19
Total (%)	246 (70%)	Total (%)	101 (30%)

Table 6.7 Outline Application Private and Affordable Unit Mix

Private Unit Mix		Affordable Unit Mix	
1 Bed	153	1 Bed	130
2 Bed	301	2 Bed	154
3 Bed	283	3 Bed	50
4 Bed	39	4 Bed	4
Total (%)	776 (70%)	Total (%)	338 (30%)

Table 6.8 Affordable Housing

Dwelling size: No. of bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of dwellings	16%	43%	37%	4%

- 6.65 The proposal seeks to provide the following affordable housing mix, as committed to via the Development Framework Specification:

Table 6.9 Affordable Housing - Full Application

Dwelling size: No. of bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of dwellings	40%	42%	19%	N/A

Table 6.10 Affordable Housing - Outline Application

Dwelling size: No. of bedrooms	1-bed	2-bed	3-bed	4-bed
Proportion of dwellings	38%	46%	15%	1%

- 6.66 The mix and number of affordable homes has been agreed in consultation with the SSBC Housing Team and the rental levels for the affordable rented homes will be in accordance with Southend-on-Sea Local Housing Allowance Rates, as committed by the DFS. The development proposes 1,461 new dwellings, with 30% affordable housing provision for both the full (101 units) and the outline (338 units) part of the development, thus complying with Policy CP8. The Affordable Housing Statement stipulates that the 101 affordable units under the full application and the 79 affordable units under the outline application (phase 2) will be of shared ownership tenure and the 259 affordable units under the outline application (phase 1) will be affordable rented. This is equivalent to a ratio of 59% affordable rented and 41% of shared ownership across the scheme.
- 6.67 The full part of the application proposes affordable housing in every residential block, approximately equivalent to 30% of each block's total units. As per Table 6.9 the affordable housing mix proposes 40% 1-bed units, 42% 2-bed and 19% 3-bed units. Whilst the outline part of the application commits to an affordable housing mix of 38% 1-bed units, 46% 2-bed, 15% 3-bed and 1% 4-bed units, as per Table 6.10, it does not specify the distribution of affordable housing in each plot. The DAS Volume 1 states however that "*The two tenure forms are distributed across the illustrative masterplan*" and that "*The illustrative masterplan is designed to have no discernible difference between the architectural treatment of the tenure types.*"
- 6.68 Subject to the completion of a Section 106 agreement in respect of affordable housing provision, the quantum and mix of affordable housing provision is policy compliant and welcomed. The provision of a significant number of affordable homes is afforded significant weight in determination in isolation from the provision of much needed market housing and the application of the presumption in favour of sustainable development. Further consideration of this aspect of the Proposed Development is contained within the conclusion of this report.

Housing Standards and Amenity Space

- 6.69 Paragraph 130 of the NPPF states that planning decisions should ensure that developments "*create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users...*" The Nationally Described Space Standards establish internal space standards.
- 6.70 Policy DM8 states that developments should meet the Lifetime Homes Standards unless it can be clearly demonstrated that it is not viable and feasible to do so. Part M of the Building Regulations provides the basis for the determination of this application and parts M4(2) and M4(3) provide standards for accessible homes that has informed the planning conditions. Policy DM8 also requires that 10% of dwellings should be built to be wheelchair accessible.
- 6.71 Policy DM8 of the Development Management Document further states that "*all new dwellings should make provision for usable private outdoor amenity space for the enjoyment of intended occupiers; for flatted schemes this could take the form of a balcony or easily accessible semi-private communal amenity space. Residential schemes with no amenity space will only be considered acceptable in exceptional circumstances, the reasons for which will need to be fully justified and clearly demonstrated.*"

- 6.72 For the full part of the application the submitted plans demonstrate that all residential units meet the Nationally Described Standards. Similarly, all residential units are designed flexibly to meet lifetime homes standards, provide 10% wheelchair accessible units and include private balconies and shared amenity spaces that reflect the required standards.
- 6.73 For the outline part the DFS expressly commits that all residential units will meet the Nationally Described Standards, 10% of all new dwellings must be built as adaptable standard for wheelchair users to meet Building Regulation M4(3) and the remaining 90% to meet the M4(2) accessibility standard. A planning condition will be secured requiring all homes to be provided with private amenity space of not less than 5sq.m and not less than 1.5m deep.
- 6.74 It is considered that the development will satisfy all the minimum requirements of the Nationally Described Space Standards, meet the requirements of Policy DM8 and deliver a high level of residential quality for residents. The proposal is therefore acceptable and policy compliant in these regards.
- 6.75 The outline residential element of the development falls largely within protected green space and is a departure from policy in this respect. However, it is considered that the previously outlined merits of the proposed housing, constitute material considerations which are considered to justify the resulting loss of protected green space and hence the departure from policy.

4) Transport and accessibility

- 6.76 Policy DM15 of the Development Management Document establishes that development will be allowed where there is, or it can be demonstrated that there will be, physical and environmental capacity on the local highway network to accommodate the type and amount of traffic generated in a safe and sustainable manner. The policy also requires that access and any traffic generated by the proposed development must not unreasonably harm the surroundings, including the amenity of neighbouring properties and/or the public rights of way, whilst development proposals must prioritise the needs of pedestrians, including disabled persons and those with impaired mobility, and cyclists.
- 6.77 The policy further requires all major development proposals to include provision for appropriate access to public transport, provide Travel Plans (which incorporate sustainable transport measures) and cater for servicing and emergency vehicles. Proposals should also take account of the Council's Car Parking standards.
- 6.78 The Transport Assessment refers to relevant national and local transport policy including the National Planning Policy Framework (NPPF), Southend on Sea Borough Council (SSBC) Core Strategy (DPD1), Development Management (DPD2) and Local Transport Plan (LTP3). It also references the National Planning Practice Guidance (NPPG) and, with respect to good practice in design for accommodating the needs of disabled people, British Standard 8300:2009. It further references the Institute of Environmental Management and Assessment (IEMA) publication 'Guidelines for the Environmental Assessment of Road Traffic' (the 'IEMA Guidelines') and the Design Manual for Roads and Bridges (DMRB) 'LA 112 Population and human health' as the appropriate guidance

against which to assess the transport and access effects. This approach is considered to be acceptable.

6.79 Formal EIA scoping was undertaken with SSBC and the transport chapter of the ES has been prepared following the comments received from SSBC in the EIA Scoping Opinion dated 22 October 2020. The parameters for assessment of travel by foot, travel by cycle, travel by public transport and traffic flows appear reasonable. The assessment also considers the pedestrian, cycle and public transport routes between the site and transport interchanges likely to be used by visitors, specifically Prittlewell station (and Greater Anglia services) and Southend Central (and c2c services), which is also acceptable.

6.80 The assessment methodology identifies the assessment scenarios as 2019 (existing baseline), 2025 (baseline without development) and 2025 (baseline with development) and is considered appropriate, representing the full, completed development along with cumulative development in the assessment year. The approach to significance criteria and the characterisation of effects is in line with the IEMA guidelines.

Construction Traffic Impact and Mitigation

6.81 The potential effects of the enabling and construction phases are assessed in terms of peak construction vehicle movements (forecast to take place in winter 2022) and identify a maximum percentage increase in traffic of 2.6%, determined as 'not significant' in terms of its impact on vehicle drivers, pedestrians and cyclists, and public transport. The assessment asserts that the absolute increases in total traffic using these routes is so minimal that the composition of Other Goods Vehicle (OGV) traffic on the assessed routes would be imperceptible and would not therefore impact environmental effects of severance, delay, amenity fear or intimidation.

6.82 With respect to construction traffic, the ES notes that a Construction Traffic Management Plan (CTMP) and/or Demolition and Construction Management Plan and Strategy will be agreed with SSBC prior to the commencement of works and secured by planning condition. Hence the residual effects of construction traffic on the highway network, pedestrian and cyclists are considered to be negligible and are temporary in nature.

Pedestrian and Cyclist Movement Impact and Mitigation

6.83 The development Site is located within a reasonable walking distance of local amenities including the Waitrose superstore and nearby retail park, the Victory Sports Ground and Prittlewell National Rail station. Pedestrian footways are provided on the south side of Eastern Avenue between Sutton Road and Fossetts Way, on both sides of Fossetts Way between Sutton Road and Eastern Avenue, and on Sutton Road. There are no footways present on the north side of this stretch of Eastern Avenue. Dropped kerb facilities and tactile paving are provided at pedestrian crossings in the vicinity of Fossetts Farm, including at the junction of Sutton Road/Eastern Avenue and the junction of Fossetts Way/Eastern Avenue. The pedestrian journey between Southend town centre and Fossetts Farm via Bournemouth Park Road is a walk of approximately 25 minutes.

6.84 It has been concluded that "*Taking the overall enhancements to the pedestrian environment, it is considered that the proposed development would result in a*

Major Beneficial local, long term effect to pedestrians.” Similarly, with respect to cycle trips “*It is expected that these improvements would have a Moderate Beneficial, long term effect on the quality of the cycle environment.*” It is accepted that the proposals will result in long-term beneficial effects on both non-matchdays and matchdays, through the coherent and connected public realm environment proposed.

- 6.85 With respect to the completed development, the provision of pedestrian and cycle infrastructure and the implementation of a Travel Plan are proposed, asserting a *residual ‘Major Beneficial’* effect on pedestrian movement, amenity and capacity within the study area and a residual *‘Moderate Beneficial’* effect on pedestrian and cyclist movement and amenity on the wider network.
- 6.86 The main pedestrian access route to the outline residential neighbourhood will be from Eastern Avenue along a shared pedestrian and cycle route running north-south through the site. This route will be 4 metres wide and will provide parallel crossings over the main vehicular spine route to prioritise active travel. A shared pedestrian/cycle way will be provided within the development boundary on the north side of Eastern Avenue which will be 5 metres wide. A new signalised crossing will be provided on Eastern Avenue to cater for the increased pedestrian and cycle trips. New signalised pedestrian crossings will also be provided on the northern, southern and western arms of the new access junction with Eastern Avenue and Weybourne Gardens. The TA states that, direct connections to Waitrose will be safeguarded to the east of the site and will be discussed further with third parties.
- 6.87 In terms of the detailed scheme, the ‘Supporters Way’ link proposes to provide a pedestrian route linking the stadium to Sutton Road and will be the main pedestrian access on match and event days. Supporters Way will provide access to the stadium, hotel, soccer domes and residential land uses. Secondary pedestrian access to the site will be possible from Fossetts Way, where shared footway/cycleways are provided, however it is anticipated that the majority of pedestrians will arrive from the south of the site via Supporters Way. A new signalised pedestrian crossing will be installed at Fossetts Way to facilitate safe passage of pedestrians to/from the stadium and stadium parking. This should be a toucan crossing to encourage cycling from the north.
- 6.88 A consistent approach to footway and public realm materials will be adopted to encourage and guide pedestrians around the site, supplemented by visible signage and wayfinding to provide both natural and physical orientation for users.
- 6.89 A Pedestrian Environment Review System (PERS) audit has been undertaken which provides information on the suitability of all the routes that pedestrians would use to access the site. The list of works that have been identified in the PERS audit are to be undertaken pursuant to a S278 agreement.
- 6.90 Cyclists will be able to access the development via the same accesses as pedestrians, from Eastern Avenue, Fossetts Way and Supporters Way via Sutton Road. The development will link into local cycle routes which run along Eastern Avenue from Waitrose and along Fossetts Way to the north of the site. The shared pedestrian and cycle spine route running north-south through the development will facilitate access to residential units and other land uses. As part of the development it is proposed to install a new section adjacent to the site of shared footway/cycleway along Eastern Avenue with a width of 5 metres. The

western footway on Sutton Road will be widened to 3m north and south of the junction with Eastern Avenue to accommodate cyclists. The southern footway on Eastern Avenue will be adapted for shared use by cyclists to provide a continuous east-west route between Priory Park and the Royal Artillery Way cycle route.

Bus Services Impact and Mitigation

- 6.91 Currently the site is not well-served by public transport with only one direct bus service every 2 hours. There are other bus services serving nearby residential areas but the service is lacking in the evening and is not very close to the development site. The assessment stipulates that *“Approximately 50% of matchday supporters arriving by train are expected to utilise the “Soccerbus” shuttles running from Southend Central Station... and will minimise impacts on local bus services”*. The shuttle bus is expected to pose an attractive alternative to walking to the Stadium, given the 2.5km distance. It is noted the assumption that *“50% of matchday supporters arriving by train will then use shuttle buses has been made to make a robust assessment of the number of shuttle buses which will need to be provided by the Applicant in connection with a capacity match/event”*. Forecast non-matchday increases in bus users will have a *“moderate effect upon existing bus services”*.
- 6.92 To improve the public transport offer the applicant has put forward plans to increase bus services on matchdays and non-matchdays. The proposal put forward by the applicant is to operate a bus service every 30 minutes starting from 8am between Monday and Saturday. The proposal outlines the provision of new direct and step-free access to local bus stops on Fossetts Way and asserts that *“the residual effect on bus services is considered to be Negligible in terms of bus loadings and Minor Beneficial in terms of pedestrian access to bus services.”* However extended operating hours are required to ensure the bus service is used by commuters and therefore a commitment is set out within the Section 106 agreement.
- 6.93 The proposed bus stop located on the southern side of Fossetts Way will have coach parking located next to it, there is some concern that the bus may struggle to manoeuvre into this stop if the coaches encroach into the bus stop. Therefore on matchdays, stewards need to prevent coaches from encroaching into the bus stops. This will be addressed through the Major Event Management Plan required under condition.
- 6.94 It should be considered that there will likely be an increase in passenger demand on buses on matchdays and therefore to avoid issues of overcrowding and to safely manage access and egress to the site pre and post-match, service frequency should be increased. A Section 106 obligation will be put in place that increases bus service frequency before and after matches/events, especially on Sundays where the current services do not operate. This operation should be reviewed to ensure that frequencies are sufficient.

Rail Services Impact and Mitigation

- 6.95 A significant proportion of fans will travel to and from Prittlewell Station. It should be noted that facilities at Prittlewell Station are comparatively limited, particularly in terms of disabled access. Since 2019 Prittlewell Station has been open for public use with trains stopping at this location on Sundays and Public Holidays which will be required for this development for both residents and matchday

visitors. The effect on rail services is focused upon the peak hours before and after matches, stating that *“When comparing the matchday peak rail trip generation against the available seated capacity of services, it is expected that both C2C and Abellio Greater Anglia services will be able to handle the predicted level of matchday trips... without detriment to services on weekdays and Saturdays.”*

- 6.96 The applicant will need to negotiate with the train operating company to ensure trains continue to stop at Prittlewell Station on Sundays and Public Holidays when matches and events are scheduled. Train operating companies have provided evidence that they will work with SUFC and provide enough space on trains. It is considered that this matter will be addressed by use of Travel Plans and a Matchday Travel Strategy. Whilst acknowledging a *‘Minor Adverse’* effect on rail services on matchdays, this section notes the potential for enhanced services to be provided by rail operators.

Trip Rates

- 6.97 The Council commissioned Mott MacDonald to carry out some checks on the trip rates that were provided by the applicant. The Mott MacDonald review found these trip rates to be acceptable due to the sustainable measures that the applicant has put forward which gives confidence that the trip rates are realistic and achievable. The review showed that in order to achieve the stated trip rates, the Fossetts Farm proposed development will need to have a maximum of 0.8 spaces per dwelling, or 1170 residential spaces (does not include matchday parking, this is just the maximum requirement for residents). The applicant is proposing 0.78 spaces per dwelling. To adequately cater for this, Car Parking Management Plans for both the full and outline elements of the application are secured by conditions to set out the level of provision for each land use, how residents who do not have a parking space will have this enforced, and the resulting enforcement method for breaches of restrictions. This will need to be incorporated into and monitored as part of the Travel Plan.

Road Network and Traffic Impacts and Mitigation

- 6.98 Both SATURN (strategic) and VISSIM (local) modelling were carried out by Southend Council’s modelling transport consultants, Mott MacDonald. The final VISSIM modelling results are described below. This final modelling took into account SBC’s Civil Engineering Officers requested changes to the highway layouts to ensure road safety.

- 6.99 VISSIM transport modelling was undertaken for the following time periods:

- Weekday morning peak period from 07:30 to 09:00
- Weekday evening peak period from 16:30 to 18:00.
- Saturday matchday and non-matchday peak from 16:30 to 18:00

- 6.100 Modelling has been carried out for both the match-day scenario and the non-match day scenario for the following years;

- 2019 existing baseline scenarios
- 2025 scenario without development
- 2025 scenario with development

6.101 A number of mitigating measures listed below were assessed to mitigate the impact of the development on the highway network:

- Signalisation of the Sutton Road/Eastern Avenue roundabout (Cuckoo Corner style) including widening the southern approach to three lanes and northern approach to two lanes leading to three lanes. Pedestrian crossing improvements on all the roundabout arms to be provided. Includes conversion of the zebra crossing on the northern side to a pelican crossing.
- Signalisation of the Eastern Avenue/Royal Artillery Way/Hamstel Road roundabout (Cuckoo Corner style).
- Re-optimisation of the signal timings at Cuckoo Corner roundabout.
- Controls on vehicles exiting the stadium car park after matches/events by providing a gating strategy which will be linked to loops on Sutton Road and also managed by SUFC stewards.

6.102 The modelling assessed each junction for its Level of Service (LOS). The Levels of Service relate to the predicted delay for vehicles, and are classified as so:

LOS A - 0 to 10 seconds;
LOS B - 10 to 20 seconds (10 to 15 seconds for unsignalised);
LOS C - 20 to 35 seconds (15 to 25 seconds for unsignalised);
LOS D - 35 to 55 seconds (25 to 35 seconds for unsignalised);
LOS E - 55 to 80 seconds (35 to 50 seconds for unsignalised); and,
LOS F - Over 80 seconds (over 50 seconds for unsignalised).

6.103 The results of the modelling analysis are summarised below in Table 6.11:

Table 6.11 Results of VISSIM modelling

Scenario	Weekday AM Peak (07:30-09:00)	Weekday PM Peak (16:30-18:00)	Saturday Non-Matchday Peak (16:30-18:00)	Saturday Matchday Peak (16:30-18:00)
Overall Level of Service				
Do Minimum	D	E	D	D
With Development & Mitigation	D	D	D	D

Change	No overall change	Improvement	No overall change	No overall change
Average Travel Time (mins)				
Do Minimum	4.5	5.2	4.8	4.8
With Development & Mitigation	4.7	5.3	4.7	4.6
Change (mins)	+0.2	+0.1	-0.1	-0.2
Change (%)	+4%	+2%	-2%	-4%

- 6.104 The table above shows that the overall LOS improved in the weekday PM from an E to a D. For the other time periods the overall LOS remains the same at a D.
- 6.105 The VISSIM modelling undertaken shows that while the highway network is busier due to the development, the majority of the junctions are operating within acceptable parameters. Specifically, the largest increases in traffic are predicted to be at Cuckoo Corner, Eastern Avenue/Sutton Road roundabout and Eastern Avenue/Royal Artillery Way/Hamstel Road roundabout which is where the mitigation measures are required.
- 6.106 The modelling showed that the implementation of a gating strategy will help to improve the operation of the road network on match-days. This will prevent football and event traffic from exiting the car parks when the queue along Sutton Road north reaches a certain distance (175m). This also holds all approaches on Eastern Avenue / Sutton Road roundabout except the Sutton Road north approach which is allowed to free flow (up to 7 seconds). The zebra pedestrian crossing over Sutton Road northern arm will need to be changed to a pelican crossing and will also need to be stewarded during this free flow period of time along with the pedestrian crossing located further north on this arm of the roundabout. The applicant has stated they will provide incentives to encourage spectators to delay their departure after games/events which will help to minimise the impact.
- 6.107 The above mitigating measures have been assessed and the modelling shows a benefit to both the match day and non-match day scenarios. The signalisation of the Eastern Avenue / Sutton Road and Royal Artillery Way / Eastern Avenue junctions is predicted to benefit the operation through control of green times on each approach. The signalisation also enables an additional gating strategy that must be utilised on match days.

- 6.108 Overall, whilst the highway network will be busier on match days and at other times, the identified mitigation measures that will be put in place will mitigate the impact of this development on the highway network. The modelling analysis shows that the development will have a negligible impact on the highway network. Should planning permission be granted for this development, this should be subject to conditions and S106 requirements as set out at the end of this response.
- 6.109 It is also noted that the completed Development will be subject to a Travel Plans, a Car Park Management Plan and a Major Events Day Travel Strategy and enforced through the obligations in the Section 106 Agreement.

Highway Safety

- 6.110 A Stage 1 Road Safety Audit was carried out in March 2021 for the proposed site access arrangement off Eastern Avenue, the proposed improvements to Eastern Avenue / Royal Artillery Way roundabout, the proposed improvements to Eastern Avenue / Sutton Road roundabout and the proposed site access arrangements off Eastern Avenue and Fossetts Way.
- 6.111 The terms of reference of this audit are as described in Highways England's document GG 119 Revision 2 'Road Safety Audit'. The applicant has examined and reported on the road safety implications of the scheme as presented.
- 6.112 The elements of the scheme subject to this audit are the highway proposals around the Fossetts Farm site:
- Site access arrangements at the Fossetts Farm site off Eastern Avenue for 1,114 units and associated parking and parking for Jones Memorial Recreation Ground, through signalled junction with associated works and provision of a pedestrian/cycle crossing to the west, on the east side of the Eastern Avenue / Bournemouth Park Road junction, which is being signalised by Southend Borough Council.
 - Improvements to Eastern Avenue / Royal Artillery Way roundabout, comprising installation of traffic signals, new / enhanced pedestrian / cycle crossings and associated works.
 - Improvements to Eastern Avenue / Sutton Road roundabout, comprising installation of traffic signals, new / enhanced pedestrian / cycle crossings and associated works.
 - Fossetts Way roundabout site access with associated works, serving 347 residential units, Stadium, hotel and community uses with associated parking. Sutton Road, south of Temple Farm roundabout with in/out access to 53 residential units with associated parking.
- 6.113 The Stage 1 Road Safety Audit (RSA), identified a series of safety matters to be resolved, including in relation to:
- Carriageway and pedestrian surfaces level alignments;
 - Detailed signalisation specification;
 - Detailed junction design;
 - Signalised roundabout form;

- Speed limits;
- Driver and cyclist visibility;
- Footway width;
- Cyclist and pedestrian safety.

6.114 The applicant has responded to all the points raised in the RSA and has confirmed that:

- Full 3D designs will be undertaken as part of the detailed design stage and will consider the issues raised;
- Appropriate signalisation will be added as required at the detailed design stage;
- Appropriate pedestrian safety and crossings amendments as required will be undertaken at the detailed design stage;
- Drawings to address the points raised have been amended during the course of the application.

6.115 In the few instances where the applicant has not accepted the RSA recommendations, justification has been provided and alternatives proposed.

6.116 Following this RSA1, review changes have been made to some of the proposed junctions and new modelling was undertaken based on these changes so the schemes provide a synergy between road safety and highway capacity.

6.117 Proposed detailed highway designs for works within the detailed element of the planning application (subject to planning conditions) and outline element of the application (subject to Reserved Matters and planning conditions), including street lighting, will need to be reviewed and formally approved by the Council at the relevant detailed design stage. Traffic Regulation Order work including signing and lining will be covered by S106 contributions, and the remaining works on the public highway will be carried out under a S278 agreement. The proposed closure/stopping-up of the highway would be determined by the Secretary of State for Transport only if and after planning consent has been granted. The adoption of public highway will need to be carried out under Section 38 of the Highways Act.

6.118 Subject to the RSA1 being signed off by an SSBC Highways Engineer and subject to the other road safety audit process (Stages 2-4) being submitted as detailed designs, it is considered that the proposed highway works will not harmfully impact upon highway safety. Accordingly, the application is considered acceptable and policy compliant in respect of highway safety.

Major Event Day Travel Strategy

6.119 The overall objective of the Major Event Day Travel Strategy is to identify the potential for modal shift away from single-occupancy vehicles. The strategy states that the measures for each "Major Event" (defined as a football match or the three other major events with attendance of more than 1,000 spectators permitted per year) would be determined by a Stadium Transport Liaison Group.

6.120 The analysis of the season ticket holders and wider membership demonstrates the high level of demand from the stadium catchment, and that the majority of journeys to the stadium will be made locally, with opportunities to travel via sustainable modes.

- 6.121 The applicant identifies that one of the key transport arrival and departure point will be Southend Central. The station is around 2 miles from the site. Whilst some supporters could be expected to walk, the applicant is willing to develop the provision of express shuttle bus services to transfer supporters between the stadium and Southend Central.
- 6.122 The Matchday Mobile application will help fans to plan their journey.
- 6.123 Additionally, Prittlewell station on the Southend Victoria to London Liverpool Street Line will also be important for arriving stadium users from the north. The station is within walking distance of the site (around 20 minutes). Footway enhancements and good quality wayfinding will be provided to direct passengers to the new stadium.
- 6.124 The applicant has demonstrated using robust pre-COVID rail passenger numbers that for weekdays and Saturdays predicted passengers can be accommodated for, however on Sundays for both the Greater Anglia Trains and c2c services there is insufficient seated capacity (standing capacity would provide more spaces but this has not been looked at). Both train operators have indicated that where possible they will strengthen services when demand is expected to be high and this will be reviewed on a case by case basis, evidence has been provided of this commitment from the train operators.
- 6.125 In addition to event day enhancements to regular day to day bus services, the applicants are also proposing the provision of high frequency event day coaches from key residential locations within the fan catchment area (for example, SS0, SS1 and SS2).
- 6.126 The strategy puts forwards a Controlled Parking Zone (CPZ) on roads around the stadium to reduce the impact of overspill. The matchday and major event parking provision at the stadium will only be accessible for spectators pre-booking parking spaces. No spaces will be provided for spectators turning up on the day, with this strategy clearly communicated to spectators ahead of each game and event. The combination of the CPZ and limited matchday car parking will reduce the number of car drivers travelling to matches and thus reducing the impact on local residents and businesses adjacent to the stadium.
- 6.127 In addition, new cycle parking facilities and enhanced public realm, to the south of the stadium in the form of a fan plaza, will encourage people to walk and cycle to the stadium. The applicant is proposing a number of upgrades and increases in footway widths and the documents provided have demonstrated that these improvements can accommodate the predicted pedestrian flows. These upgrades are secured through the obligations recommended. The Stadium Transport Liaison Group will need to liaise with the relevant emergency services as well as SUFC to provide their own marshalls to ensure crowd control. Suitable arrangements in this regard will be secured through the Major Event Day Management Plan. The pedestrian signage scheme will be required, and a contribution is sought for this.
- 6.128 Essex Police have provided detailed comments on the unique safety aspects in terms of the management of crowds on match and event days on the public

highway. In their response, the Police raise a number of concerns regarding the adequacy of the surrounding infrastructure to cater for large crowds. More specifically the width of the pavement on Sutton Road. The Police recommend that due consideration must be given to path widening on the foot path east of Sutton Road from Supporters Way to the junction with Eastern Avenue area surrounding the crossing to the east of the roundabout. This issue must be dealt with in the updated Major Event Day Management Plan. All Emergency Services will need to liaise with the applicant and provide their approval on the Major Event Management Plan. Essex Police have also proposed that appropriate counter terrorism measures are adopted, and this has been secured by planning condition.

6.129 The applicant is proposing a suite of documents on how the stadium will operate which will form part of the Major Event Day Management Plan and these will be conditioned:

- Major Event Day Travel Strategy, including use of the Match-day Mobile application and a Gating Strategy including all temporary and permanent barrier measures for Stadium crowd control, implementation of restrictions to vehicle access to stadium parking to manage traffic flow, emergency vehicles and parking, counter terrorism, taxis, visiting buses, pedestrian access, including phase 1 of the Stadium interim measures;
- Framework Major Event Management Plan, as a proforma for each event held This should include, as a minimum, an approach to agreeing suitable dates, an overview of pedestrian movement; hours of operation; details of notice to working group; and other relevant matters raised by blue light services;
- Local Area Management Plan, and associated monitoring/ supported in the Section 106 to deal with public safety, crime preventions and local transport management issues;
- Details of Major Event Day Travel Plans;
- Major Event Day Car Park Management Plan.

Servicing

Eastern Avenue

6.130 Vehicular access to the outline residential and retail land uses and replacement car parking for the Jones Memorial Ground will be from a new, fully signalised junction on Eastern Avenue. Vehicles will enter the Site from Eastern Avenue to a central spine road which runs north-south through the development, providing access to car parking for each land use. The operational management of the Site will ensure that vehicles are directed to the correct parking area. Turning heads are incorporated using the residential podium parking entrances to allow vehicles, including fire tenders, refuse vehicles and delivery vehicles, to turn around and re-join the spine road heading south back to leave the site via the Eastern Avenue junction.

6.131 Within the development, there will be no through access between Eastern Avenue and Fossetts Way for general traffic (except for pedestrians and cyclists), which will be enforced by barriers either side of the Supporters Way. Emergency services will be able to open the barriers when necessary.

Fossetts Way

- 6.132 The vehicle access from Fossetts Way will be for the Stadium, hotel and the residential uses built into the Stadium at the north of the site plus the Soccer Domes and the football player's hostel. A roundabout will provide access to the north-south spine road from Fossetts Way, which runs as far as the south-west corner of the Stadium, where it becomes public realm with no general vehicular access. This treatment provides segregation from vehicles accessing other land uses to the south.
- 6.133 Bollards will be placed around the public realm of the Stadium to segregate vehicles and pedestrians, with rising bollards provided at suitable intervals to provide operational access for vehicles servicing the Stadium and emergency vehicles.
- 6.134 The training ground and matchday spectator parking to the north of Fossetts Way will be accessed via the roundabout junction on Fossetts Way. This entrance will be staffed on matchdays and gated on non-matchdays for SUFC access only.
- 6.135 An ancillary access is proposed from Sutton Road to the residential building south of Fossetts Way which provides access to 53 podium car parking spaces.

Emergency Vehicle Access

- 6.136 Emergency vehicles will be able to access (within 18 metres) all entrances to the fire-fighting shafts serving the buildings at ground floor level. Emergency vehicle routes off Eastern Avenue and Fossetts Way will be provided along the central road of the development, with turning facilitated at podium car parking entrances for retail elements and outside the Stadium concourse. Essex Police have also required for five spaces for their vehicles, and this provision is secured by condition. Further details can be found in the Design and Access Statement, DFS and Vehicle Access Parameter Plan which supports this application.

Adoption of Access Roads

- 6.137 It is intended that the access roads within the area subject to the outline application would be offered up for adoption. SSBC Highways have required that in order for this to happen, the applicant would need to work with the Council to ensure that the roads are up to Council standards.
- 6.138 A Delivery and Servicing Plan will be conditioned and subject to this the delivery and servicing arrangements are considered to be acceptable.

Travel Plan and Sustainable Transport

- 6.139 A key consideration for the mixed-use scheme is to provide improved connectivity and permeability through the site for pedestrians and cyclists, in order to strengthen the linkages between individual land uses and to adjacent destinations. The main pedestrian and cycle access route to the site for the outline residential and flexible land uses will be from Eastern Avenue, along a shared pedestrian and cycle green spine route running north-south. Also, a shared pedestrian/cycle way will be provided within the development boundary on the north side of Eastern Avenue. Supporters Way is also sufficiently wide to be used by pedestrians and cyclists on non-matchdays. This accords with Policy CP3, which seeks to increase the number of cycleways within the Borough.
- 6.140 The development links into local cycle routes which run along Eastern Avenue from Waitrose and along Fossetts Way to the north of the Site. The roads within

the development are also suitably wide/low trafficked to be used comfortably by cyclists. New signalised pedestrian crossings will also be provided on the northern, southern and western arms of the new access junction with Eastern Avenue and Weybourne Gardens.

- 6.141 A consistent approach to footway and public realm materials will be adopted to encourage and guide pedestrians around the site, supplemented by visible signage and wayfinding to provide both natural and physical orientation for users. The provision of clear and legible pedestrian routes, together with the network of high quality public open spaces, also accords with the objectives of the NPPF (Para. 92) to create inclusive places which are safe and accessible.
- 6.142 Further to the active travel improvements, the proposed development will contribute towards enhancing local bus services, notably during the weekday evening periods and at weekends.
- 6.143 As part of the Matchday and Major Event Transport Strategy, it is proposed to provide further enhancements to local bus services and to provide additional shuttle bus services, particularly to/from Southend Travel Centre. These are secured through the conditions and planning obligations recommended.
- 6.144 It is envisaged that Southend Central Station and the Travel Centre would be a hub for shuttle bus routes to capture the high proportion of supporters using c2c rail services. It is intended that the services would also have intermediate stops at Southend Victoria station and Prittlewell station to provide alternative transfer options to/from the Stadium. Whilst an operator is not identified at this stage, the provision of these services and details regarding the frequency, final routing and operation of such services will be secured by planning condition and obligations and developed prior to the opening of the Stadium.
- 6.145 The completed proposed development will be subject to Travel Plans, Car Park Management Plans and Major Event Day Travel Plans as described below:
- Residential and Framework Travel Plans – Travel Plans will encourage public transport use, walking and cycling amongst occupants of the Proposed Development with the aim of reducing private car use;
 - Car Park Management Plan – this will set out the management and operation of the on-site parking provision (as outlined in the following section on Parking); and
 - Major Event Day Travel Plans – this will manage the arrival and departure of spectators and encourage sustainable travel to the Stadium on matchdays.
- 6.146 The Travel Plans, Car Park Management Plans and Major Event Day Travel Plan will all be secured by planning conditions and enforced through the Section 106 Agreement.
- 6.147 Travel Plan monitoring is to be secured by the S106 Agreement and through conditions. At six months of the development opening, travel monitoring surveys will be carried out by the applicant in order to collect the actual flows of the users of the site. This shall then be used to provide up to date Travel Plans including updated targets and actions. The Travel Plan is required to be monitored every year during the first 5 years, followed by year 7 and year 10, or after the

completion of the final phase, whichever is the latter or as deemed necessary by the Travel Strategy Group (set up to monitor the overall traffic impact of the development).

- 6.148 Highways officers have considered the information contained within the planning application, and a view has been taken of the impacts of the development on the local highway network. Following detailed assessment, it is considered that this application accords with the principle of sustainable development from a travel perspective, that access arrangements can be delivered safely and that it has been demonstrated that the proposed development will not have a severe impact on the highway network and therefore meets the tests set out in paragraph 111 of the NPPF. Therefore, there are no objections to this development on highways and transport terms.

5) Parking

- 6.149 Policy DM15 states that all development should accord with the car and cycle parking standards set out within the Development Management Document. The policy acknowledges that *“residential vehicle parking standards may be applied flexibly where it can be demonstrated that the development is proposed in more sustainable locations with frequent and extensive links to public transport and/or where the rigid application of these standards would have a clear detrimental impact on the local character and context”*.
- 6.150 The proposed development will introduce pedestrian and cycle routes to improve connectivity and permeability within the site as well as contribute towards enhancing local bus services, notably during the weekday evening periods and at weekends. This will improve the site’s connection to the wider neighbourhood and the nearby town centre. Noting the schemes provisions to encourage sustainable travel, the applicant has committed to providing a total of 0.78 car parking spaces per dwelling. This accords with the analysis of car ownership in the local area which demonstrates that on average 30% of households do not have access to a vehicle. Accordingly, it is appropriate to apply the car parking standards established by Policy DM15 flexibly.

Parking Provision

Cycle Parking

- 6.151 A total of 1,995 cycle parking spaces are proposed for the hybrid application and is in accordance with Southend Borough Council cycle parking standards.
- 6.152 The majority of long stay cycle parking will comprise of Josta 2-tier stackers, storage will be contained within CCTV monitored secure rooms with security controlled access, to allow only residents or employees of particular buildings entry to their specific facilities. Short stay visitor cycle parking will be provided within the public realm in the form of Sheffield stands.
- 6.153 Table 6.12 details the split of cycle parking provision within the proposed development and this will be secured by the use of planning conditions.

Table 6.12 Cycle Parking Provision

Land Use	Long Stay Cycle Parking Spaces	Short Stay Cycle Parking Spaces
Stadium / Hotel	18	435

Residential	1,474	0
Soccer domes	0	12
Training Ground	0	14
Academy	10	0
E1 Retail / Food and Beverage and F1/F2 community uses	16	16
Total	1,518	477

Motorcycle Parking

- 6.154 A total of 111 motorcycle parking spaces are proposed at Fossetts Farm, which is fully in accordance with Southend Borough Council standards. Table 6.13 details the split of motorcycle parking provision within the proposed development.

Table 6.13 Motorcycle Parking Provision

Land Use	Motorcycle Parking Spaces
Stadium / Hotel	36
Residential	69
Soccer domes	2
Training Ground	4
Total	111

Car Parking

- 6.155 Census data (2011) shows that an average of 30% of households in the local area of the development do not have access to a car and for those in flats 55% of households have no cars or vans. Using the Census data it has been calculated that the development would require 0.58 car parking spaces per residential unit. To ensure there is enough parking for the site including visitors, the development proposes 0.78 spaces per unit with a total of 1,143 residential car parking spaces to ensure no residential overspill parking occurs on surrounding streets.
- 6.156 Mott MacDonald have been commissioned by the Council to review this approach and found these trip rates to be acceptable due to the sustainable measures that the applicant has put forward which gives confidence that the trip rates are realistic and achievable. In addition, parking provision needs to be limited at below 0.8 spaces per unit to help ensure that the development will stay within the network capacity limits. The review showed that in order to achieve the stated trip rates, the Fossetts Farm proposed development will need to have a maximum of 0.8 spaces per dwelling, or 1,170 residential spaces. For the above reasons, the 1,143 residential car parking spaces proposed are deemed acceptable.
- 6.157 It is proposed to provide a total of 2,271 car parking spaces for the development, including 124 disabled spaces for mobility impaired users and 279 spaces with Electric Vehicle Charging Points (EVCPs), equating to 20% active charging provision for the parking spaces within Southend borough. Passive provision will be made for the remaining spaces, to enable them to be fitted with EVCPs as demand increases. The Travel Plans and Car Park Management Plan will be used to monitor the use of EVCPs and identify when further provision is required. Electric vehicle provision will be secured via planning condition.

- 6.158 In addition, ten Car Club spaces will be public and provided on-street within the Outline area which will be accessible to new residents, visitors and also existing residents. Car club provision will be secured via planning condition and car club facilities are to be secured via the Section 106 Agreement.
- 6.159 The majority of car parking in the outline scheme is intended as below podium parking areas with some modest areas of surface car parking providing residents parking to the various residential blocks and a replacement car park for the Jones Memorial Field area. The full scheme proposes the majority of car parking in the basement of the Stadium and the lower levels of the standalone residential blocks, with some surface car parking serving the Soccer Domes and Academy.
- 6.160 Table 6.14 details the split of car parking provision within the proposed development.

Table 6.14 Car Parking Provision

Land Use	Proposed Car Parking Provision	Number of Blue Badge Spaces (Inclusive)	Number of EVCPs (Inclusive)
Stadium / Hotel	968	6	27
Residential	1,143	104	225
Soccer domes	40	4	8
Training Ground	40	2	2
Academy	12	1	3
E1 Retail / Food and Beverage and F1/F2 community uses	10	1	2
Jones Memorial Recreation Ground	58	6	12
Total	2,271	124	279

Parking Management

- 6.161 All parking within the development will be managed. Controls will be introduced on all roads, with SSBC enforcing those on adopted roads and the developer enforcing those on private roads. Access to all off-street parking areas will be controlled by measures including barriers and electronic passes.
- 6.162 There is concern that parking, especially on matchdays could spread onto the adjoining retail park car parks. Therefore, further parking controls will be secured through the Major Event Day Management Plan condition to be introduced in the periods before, during and after matches/events in order to manage car-borne activity. These will include:
- A matchday Controlled Parking Zone on public highways surrounding the Stadium, enforced by SSBC Enforcement Officers
 - Additional enforcement of private parking areas and adjacent retail car parks.

- 6.163 It is proposed that coaches associated with matches/events would park on-street within the Temple Farm Industrial Estate. The applicant is willing to fund the costs of additional Traffic Regulation Orders to effectively manage such coach parking.
- 6.164 With the introduction of the improved bus services, pedestrian and cycle accesses and matchday/event CPZ area the proposed parking provision is acceptable.
- 6.165 A grampian-style condition is proposed to secure offsite provision of car parking in addition to that proposed on site. It is considered there is a reasonable prospect for the applicant to meet this condition (which requires a demonstration of the necessary contractual arrangement to secure the offsite parking) as the condition does not specify sites (only a locational requirement). SUFC currently operate existing arrangements of this type, for example with Southend School for Boys, and is therefore a requirement to replicate existing arrangements at a larger scale.

6) Design and Landscaping

- 6.166 Good design is a fundamental requirement of new development to achieve high quality living environments. Its importance is reflected in the NPPF, in Policies KP2 and CP4 of the Core Strategy and also in Policy DM1 of the Development Management Document. The Design and Townscape Guide also confirms that “the Borough Council is committed to good design and will seek to create attractive, high-quality living environments”.
- 6.167 The National Planning Policy Framework (Para. 126) states that “the creation of high-quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”
- 6.168 The Council’s Development Management Document Policy DM1 confirms that development should “add to the overall quality of the area and respect the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, density, layout, proportions, materials, townscape and/or landscape setting, use, and detailed design features.”
- 6.169 Policy KP2 of the Core Strategy stipulates that new development should “respect the character and scale of the existing neighbourhood where appropriate”. Policy CP4 of the Core Strategy requires that development proposals should “maintain and enhance the amenities, appeal and character of residential areas, securing good relationships with development, and respecting the scale and nature of that development”.
- 6.170 Policy DM4 seeks to ensure that public realm includes landscape features to be integrated with their surroundings.
- 6.171 This application includes detailed and outline elements. The detailed element comprises of the new football Stadium, hotel and conference facilities with residential above, three stand-alone residential buildings and the two soccer domes and associated buildings. The outline element comprises of the new

residential neighbourhood with ancillary commercial spaces and associated parking, access and landscaping.

Outline Element

- 6.172 For the outline element the layout, scale, appearance, landscaping and the remaining elements of access not applied for in detail, are reserved for future determination at the Reserved Matters stage. Accordingly, the below assessment of the outline element is based on the submitted Parameter Plans and Development Framework Specification (DFS) (which will establish the framework for future Reserved Matters application(s) and is informed by the Design and Access Statement (DAS) which forms part of the application.
- 6.173 While the information contained within the Parameter Plans, DFS and supporting Design and Access Statement provide a clear set of design principles, it is considered that more information on the detailed design of the outline element will be required ahead of the determination of Reserved Matters application(s) for this part of the scheme. For this reason, the applicant has agreed to prepare and submit a Design Code for approval prior to the submission of the first Reserved Matters application(s) to ensure the highest possible design quality will be secured. This will be secured by a planning condition.
- 6.174 The Design and Access Statement for the outline element of the application explains that the objective of the proposal is to create a distinctive residential neighbourhood that builds on the transformative development of the SUFC Stadium and grows into a vibrant community that promotes active and healthy lifestyles. The design principles that guide this development are:
- **The Dynamic Links:** Three north-south pedestrian and cycle friendly routes link the neighbourhood to the stadium and the surrounding context. The proposal recognises Supporters Way as the dominant pedestrian access on match day. A community focused linear park is proposed in the heart of the neighbourhood, in addition to a pedestrian friendly street that provides the primary access route from Eastern Avenue.
 - **Connecting the Landscape:** The north-south links are supported by three east-west routes that connect the neighbourhood to its surrounding context. The primary east-west link allows for a landscape connection between Prittlewell Camp with the Sutton Road Crematorium and supports the local ecology by linking the two key green spaces adjacent to the site. The two secondary east-west connections link the neighbourhood to the surrounding open spaces and create a coherent movement network within the new neighbourhood.
 - **Places to Gather:** Along the linear park, three places to gather have been identified to support community development. Each of the spaces is located at the intersection of the main pedestrian routes, reacts to its proposed context, and is activated by non-residential ground floor uses. The three spaces envisioned are a Plaza to the south of the Stadium, a meeting place at the intersection of the park and primary street, and an entrance square along Eastern Avenue.
 - **Responding to the Edges:** Given the diversity of the surrounding context, a neighbourhood is envisioned that responds to each of the specific edge conditions. This will create appropriate relations with the stadium and Supporters Way, preserve existing vegetation where possible, provide

strengthened frontage to the Jones Memorial Recreational Ground, and appropriately respond to the Prittlewell Camp.

- Support the Great Views: Give the importance of the stadium and the quality of green assets adjacent to the site, we envision a townscape that provides a pedestrian legibility to the Stadium and dwellings with high quality views. A key aspect of creating legibility is the creation of a north-south axis that provides a clear view towards the stadium. In addition, the linear park brings green to the doorstep of a number of residents and the layout of the townscape promotes views towards the green open spaces adjacent to the outline area of the hybrid application.
- Rising Up and Stepping Down: The illustrative masterplan distributes the proposed architectural massing in relation to surrounding context and townscape. This means the proposed building are lower along Eastern Avenue to respect the neighbourhood to the south of Eastern Avenue and rise up in proximity to the stadium. In addition, the proposed massing steps down and is broken up to reduce the building facade length along the eastern edge to support the proposals integration with the Prittlewell Camp.

6.175 The DAS and the illustrative masterplan contained within it demonstrate how the outline development may come forward within the parameters submitted. Overall, the Parameter Plans have been formulated from a clear understanding of the site and surrounding area. They set an appropriate balance between establishing clear rules that must be followed at the Reserved Matters stage whilst allowing an appropriate amount of flexibility to enable the detail design to evolve over time.

1. Site Location Parameter Plan and 2. Land Uses Parameter Plan

6.176 The Site Location parameter plan indicates the fixed boundary of the outline element of the application.

6.177 There is no objection to a residential led proposal for this section of the site. The Land Uses parameter plan provides the upper limit for the proposed use classes. Alongside the class C3 residential space, which constitutes the vast majority of the plan, it proposes to include non-residential use class E and F1/F2 spaces which will enliven the scheme, provide essential local neighbourhood amenity and help create a mixed and sustainable community. The proposed locations for the non-residential uses are appropriate and will help to animate the Fan Plaza public space and the principal frontage to Eastern Avenue. It is noted that minimum limit for the F1/F2 floorspace is not committed to in the plan/DFS and hence will need to be secured by planning condition.

3. Vehicle Access Parameter Plan and 4. Pedestrian, Cycle Access Parameter Plan

6.178 The two proposed parameter plans illustrate good permeability through the site by better connecting it to its surroundings and linking it to the neighbouring development sites and existing uses, the adjacent monument and wider area.

6.179 All proposed circulation routes are with a tolerance of up to 7.5m variance in either direction from the identified centre line.

- 6.180 The Vehicle Access parameter plan proposes a primary north-south vehicle route through the site and secondary east-west routes that break up the proposed blocks and provide vehicular access to the proposed podium parking.
- 6.181 The identified primary street provides vehicular access through the scheme and connects to the proposed secondary streets, emergency vehicle routes, and identified servicing routes. It will have shared pedestrian and cycle access routes within the street layout. The DFS and supporting DAS provide minimum specifications for the Primary Street. However, further detail will be required to be determined through the approval of the Design Code including the minimum street width, the minimum cycle/pedestrian routes width, the minimum on street parking/servicing/tree zone width and minimum defensible space width, as well as a greater articulation of design details.
- 6.182 The secondary streets within the neighbourhood are designed to serve local traffic. These streets are envisaged to reduce vehicular speeds, to be pedestrian friendly, and to be attractive environments within the neighbourhood. The minimum pavement width and minimum on street parking/tree zone width will be determined through the approval of the Design Code, together with further design details on the form of Secondary streets.
- 6.183 Furthermore, a series of emergency and servicing routes are identified to support the development. Where these routes are identified within public open spaces, they are designed to be integrated within the overall design of the space. Further detail will be required within the Design Code.
- 6.184 The primary access point from Eastern Avenue to the outline development is applied for in detail and is shown on the highways plan 22780201-STR-HGN-100-DR-D-01101 Rev P0. It will not be a through route to Fossetts Way, it will however be available for controlled emergency services to access the Stadium from the south.
- 6.185 A minimum 58 car parking spaces will replace the existing Jones Memorial Ground parking currently accessed off Sutton Road. This is located adjacent to the playing fields with a tolerance of 15 metres variance for its future location. Access to the parking will be from the secondary vehicle access route shown on the parameter plan. Timely provision of this car parking will be secured by planning condition.
- 6.186 Pedestrian access between Development Envelope 3, the Jones Memorial Ground Parking, the Linear Park and the Jones Memorial Ground will be provided. Pedestrian access point locations connecting to and from the surrounding play and open spaces are to be coordinated during future reserved matters application(s). Also, pedestrian access points are provided along the Eastern Avenue and the Scheduled Monument. The access point locations may vary with a tolerance of 15 metres variance.
5. Landscape Parameter Plan
- 6.187 The Landscape parameter plan commits to a minimum 0.75ha of public open space through the Linear Park proposal and a further minimum 0.73ha of public realm including town squares, pocket parks and structural landscape. Generally, this level of public open space and the public realm areas shown on the parameter plan is reasonable and is well-spaced throughout the site.

- 6.188 The proposed Linear Park leading from the main road to the Stadium Fan Plaza will be a multifunctional public space, including a public amenity play space, SuDS scheme and an attractive pedestrian and cycle link through the development. This arrangement will also enable the scheme to positively integrate with the adjacent Jones Memorial Ground by creating openings in the boundary in this location.
- 6.189 The Landscape Parameter Plan shows that the space between the scheduled monument and the proposed development will be landscaped public realm. This is welcome and important in ensuring that the setting of the monument is respected. The DAS states that there will be an informal approach to landscaping in this location and this is entirely appropriate for the character of the monument which has always had a rural setting. The Landscape Parameter Plan and DAS confirm that that this area will be fully given over to public realm and soft landscaping and will be free of cars and parking areas. This is particularly important to mitigate the impact of new development on the setting of the monument including enabling the edges of the podium to be appropriately softened.
- 6.190 The proposed fire access route will also need to be sensitively and seamlessly integrated into the landscaping in this location. This will be a consideration in the development of the Design Code.
- 6.191 The retention of the existing tree buffer to the lower end of the eastern boundary is positive to provide screening to the adjacent supermarket.
- 6.192 A relatively narrow strip of public realm is shown to the south boundary of the site fronting Eastern Avenue. The DAS states that this area will provide drop off for the bus stop, space for landscaping and trees, pedestrian and cycle routes including space for gathering and defensible space for the new residences. The Reserved Matters application(s) will need to demonstrate that all these activities can be successfully accommodated in this zone to ensure that the development has a positive townscape response on its main road frontage.
- 6.193 It will also be important to ensure that the new car parking area for the Jones Memorial playing fields is well landscaped as it forms the main outlook for new development on the western part of the site. Some landscaping is shown on the indicative masterplan, but this seems insufficient to mitigate the impact of the car park and there is scope for this to be improved through the Design Code and in the Reserved Matters application(s).
- 6.194 It is positive to see a reference to defensible space for all ground floor residential units within the DAS and DFS. Where the new dwelling has no other individual balcony or terrace space, this area to the frontage should be designed to include both a sitting out area and soft landscaping. Where alternative private sitting out space is provided a narrower space may be acceptable. This level of detail will be secured as part of the Design Code and the Reserved Matters application(s).

6. Maximum Building Height Parameter Plan and 7. Development Envelope Dimensions Parameter Plan

- 6.195 Whilst scale is a reserved matter, the parameter plans establish maximum heights and building envelopes dimensions with which the detailed design of buildings must accord. The height parameter plan has been informed by the

surrounding built context and heritage assets and has been adjusted during the course of the application in response to consultee comments. The heights are provided in relationship to the site's terrain and includes an allowance for rooftop plant space and flues to support the energy strategy.

- 6.196 The plan proposes the concentration of height to the centre of the site and stepping down to the edges given the sensitivity of the Scheduled Monument and Cemetery on the east and west boundaries. This is sensitive to the site's surroundings and is considered to be appropriate.
- 6.197 The proposed maximum number of storeys is nine which is similar to that achieved on the Stadium towers in the full element. The areas of maximum height are shown to have a relatively small development area stipulated by the height parameter plan, and this will ensure that the taller elements in this location will have a limited footprint and a more elegant form, and this is appropriate. The location of the tallest element at the northern end of Supporter's Way is considered suitable as it will act as a marker for the Stadium making the site more legible.
- 6.198 The parameter plan proposes that the heights will step down to 4 storeys on the eastern boundary adjacent to the Scheduled Monument to lower the impact and respect its setting. Whilst it is noted that this height is larger than that proposed in the development being applied for on the other site adjacent to the Scheduled Monument (2-3 storeys), the context of this site is less sensitive and can accommodate slightly higher buildings.
- 6.199 The DAS at paragraph 8.4.5 states that the development adjacent to the scheduled monument will be in the form of '*pavilion blocks*' sitting above a single storey parking podium. It states "*The [pavilion] typology limits the length of the façade, and therefore impact of the development, facing the scheduled monument to their east.*" This is illustrated on the indicative masterplan layout as 5 well-spaced blocks with limited footprints and secured by the Development Envelope Dimensions parameter plan. The plan has been amended to increase the offset of development parcels on the eastern edge to enable an increased buffer to the Scheduled Monument (30m) to protect its setting. Also, the staggered arrangement of the development envelopes in this location will ensure that the monument will not be crowded by its built form. The parameter plan sets out that within the identified 'Areas of Restricted Building Facade Length' in Development Envelope 4 and Development Envelope 5, the eastern building facade for buildings of 2 storeys or more should not exceed 35 metres in length. This is welcomed in principle and will prevent a continuous mass of tall building against the Scheduled Monument. No parameters have been stated in relation to the gaps between these restricted taller elements on this frontage, however, these will be, to a large extent, restricted by the need to prevent inter-looking between the blocks in the Reserved Matters application.

Conclusion

- 6.200 Overall, the submitted Parameter Plans provide a good level of control over the development of the outline element and coupled with relevant planning conditions will be able to result in a successful design of the final scheme. They are the product of a collaborative and iterative design process which can provide a clear framework of control as the scheme evolves into its detailed design stages through the Reserved Matters process.

Indicative Masterplan and DAS

- 6.201 Notwithstanding comments made above, the indicative masterplan generally shows an acceptable and well landscaped layout for the site.
- 6.202 In particular, it demonstrates a scheme in which the massing is appropriately broken/stepped within each development blocks to mitigate the massing of the proposals. A similar level of block articulation will be expected in the Reserved Matters application(s).
- 6.203 The visuals included within the DAS of the masterplan scheme generally show a high quality design of buildings, including materials and landscaping, and this is the standard which would be expected to be developed through the Design Code and in in the subsequent Reserved Matters application(s).
- 6.204 Material samples are sought via planning condition to ensure materials are of a similarly high quality.

Impact on Scheduled Monument

- 6.205 The Environmental Statement considers that the proposal will have a moderately adverse impact on the significance of the SM due to development within its setting and that this will be mitigated by the benefits of the proposed SM management plan. It also comments that the proposed development at 4 storeys and Stadium in particular will be a *“large magnitude of change in the setting of Prittlewell Camp”* and that *“These elements of the proposed development will radically change and dominate views out to the north-west and west of the monument and block views of the SM from the north and north west.”* This effect of this change is that the proposal will cause less than substantial harm to the significance of the SM.
- 6.206 As noted above, the amendments which have been made to the Parameter Plans and illustrated in the Masterplan including setting back the development envelope against the scheduled monument and providing more space for a landscaped buffer in this location have significantly reduced the potential impact of the development on the setting and significance of the Scheduled Monument (SM). Subject to appropriate design and landscape details, it is considered that the harm caused to the setting of the monument are strongly offset by the public benefits of the proposal which includes the provision of housing and proper management of the scheduled monument and its setting. It is also noted that, unlike the previous retail scheme, the residential scheme has an opportunity to present an attractive and active frontage to the SM and provide improved pedestrian links between the site and the SM.
- 6.207 As noted above, the landscaping scheme against the Scheduled Monument should be informal, native, biodiverse, have due regard for the impact on the monument in relation to tree planting and thinning including the potential for views and below ground archaeology, as well as improved access and fluid boundary to the monument, and positive integration with the landscaping of the neighbouring site. Full details of landscaping in the vicinity of the SM will need to be provided in the Reserved Matters application.
- 6.208 The Management Plan for the Scheduled Monument is also strongly welcomed and will ensure its future protection and enable the monument to provide a more useable public space for the site and surrounding area.

Full Application

Scale and Form

- 6.209 The site is located at the edge of the urban area. It has a very open character with incidental low-rise buildings which provide a positive transition to the countryside beyond. The principle of a new Stadium here has been previously accepted and this remains valid. However, the development now proposed to surround the Stadium is at scale, including high density and tall buildings and this will have a transformative effect upon the character of the site.
- 6.210 The change from the original retail focus to a residential led scheme will enable a more comprehensive development and new neighbourhood to be created. This is considered to be a much better fit for the site. It also offers the opportunity to positively link in with the proposed residential sites to the east to create a broader new community north of Eastern Avenue.
- 6.211 It is recognised that the Stadium building itself provides a different built context and justification for taller buildings to be included on this site than may be appropriate on the sites to the east which will have a different context.
- 6.212 The height of the tallest buildings has been developed in consultation with London Southend Airport. The Airport's consultation response seeks the imposition of planning conditions in order for the development not to conflict with the airport safeguarding criteria. Subject to those conditions, the proposed development will comply with Part 2 (iii) of Policy DM4 and will not adversely impact upon operation of the Airport.

Layout and Placemaking

- 6.213 It is imperative that a development of this scale has a strong identity and creates a comfortable, attractive, active and positive environment for users and in particular residents and pedestrians. These are defined in part by the quality and interconnection of the spaces within the development and how the proposed buildings relate to these areas but also in the design quality and form of development.
- 6.214 The new layout of the site, and the associated parameter plans and indicative masterplan for the outline phase, is much more comprehensive in this regard and less car oriented than the originally proposed retail scheme. This is an important improvement over previous schemes which were dominated by the car including large areas of parking.
- 6.215 The scheme is now more pedestrian focused, with a variety of interconnecting landscaped routes through the site to and around the Stadium, which is welcomed and considered to be entirely appropriate.
- 6.216 The most significant public space, the Fan Plaza, is a good size and should provide an appropriate setting for the more public side of the Stadium as well as important matchday circulation space. It is important that this space is fronted by active uses so that it is vibrant and safe at all times. This has been achieved with the current scheme through the provision of good enclosure and a variety of public uses fronting onto the space.
- 6.217 Two alternative landscaped pedestrian routes feed into the Plaza; the Supporter's Way, a pedestrianised boulevard will provide fans with a 'sense of

arrival', and the proposed Linear Park which will provide a positive link from Eastern Avenue and the residential areas to the south to the Stadium public space. Both these pedestrian routes will also link into the existing Jones Memorial Ground and provide helpful opportunity for new east west links to be created. Also, the proposal to remove the railings on the east and north sides of the Memorial Ground should ensure a more fluid integration between the spaces, which is also a positive feature.

- 6.218 The continuation of the pedestrian area around the whole Stadium and the use of landscaping encloses the smaller spaces to the north and screens them from the road, which is positive and appropriate. This approach and the use of shared surfacing to the west side of the Stadium, including the option for a step free access, should ensure that this area will be pedestrian focused and not dominated by vehicles.
- 6.219 Overall, the proposed layout is positive; the pedestrian routes are legible and relate well to the buildings, and subject to a good quality landscaping scheme which links the various phases of the development together, the layout of the scheme is acceptable.

Building Design

Stadium

- 6.220 The Stadium building itself is a simple design with intermittent openings and will therefore rely on good quality materials and detailing, well designed signage and lighting to ensure that it achieves the high quality expected for this type and scale of development. The overhanging concourse to the west side allows the building to maintain its form between the two different land levels and this works well.
- 6.221 The projecting wave of the shop and café form to the south elevation provides a focus for the building at the point of arrival for fans and an active frontage to Fan Plaza and is a strong and positive feature of the Stadium design. The form of the extension integrates well with the Stadium but will require careful detailing in relation to the curved profile and the glazing. Any extraction or ventilation required for this element will need to be integrated into the design.
- 6.222 In order to ensure that the two elements of the Stadium read as one building it is important to have a seamless integration between the north stand which contains the residential towers and the hotel. The design in this area has been refined to ensure that the angled form of the Stadium, including complementary materials of the same tone, continues around the corners, beneath the residential towers to the Stadium residential. This is also welcome as a very positive feature of the Stadium building.
- 6.223 The material palette is simple and robust but will be enlivened by blue accents creating a regular rhythm on its simpler elevations to the east and west which seems to work well.
- 6.224 Accessible design has had an impact on the form and size of the Stadium through the provision of wheelchair accessible positions in the seating bowl. The quantity of wheelchair positions provided has been determined by consulting the SGSA accessible stadia guidance. The completed Stadium total number of wheelchair positions is 159 with an additional 159 companion seats, which

accords with the SGSA guidance. The wheelchair positions will be 1400 x 900mm housed on a wheelchair platform with a super riser. The super riser refers to the elevated position over the rows in front, so that the wheelchair user retains their sightline when the person in the row in front stands up. Ambulant seats can be easily reached with only a few steps, they have arm rests and are on an 800mm wide row. The ambulant seats amount to 8 seats in every seating block. In addition, all of the major corporate spaces, ballroom, lounges and corporate concourse have allocated wheelchair seating positions in the lower tier of the north stand.

6.225 Appropriate conditions will be secured to control the use of signage and advertising on the Stadium. The use of signage and advertising will be restricted subject to conformity with the Signage Strategy which will be approved by the Council.

6.226 Overall, whilst subject to the agreement of detailing, the design of the stadium is acceptable.

Stadium residential and hotel

6.227 For funding reasons, the Stadium will be delivered in two phases. The first phase will deliver a gross seating capacity of 13,893 and the remaining seating will be delivered in the subsequent phase. Thus, the Stadium bowl has been designed to be built in two separate phases and the first phase of the bowl will comprise of the east, south and west stands in a horseshoe shaped bowl. The open north side will have a temporary hoarding, floodlights and scoreboard and temporary cladding to the ends of the stand. The seating arrangements for directors and press will also be temporary and will be transferred to their permanent location after completion of the north stand.

6.228 The north stand of the Stadium will be built in a subsequent phase and apart from the remaining seating, it will include the hotel/conference centre and two residential towers. The residential additions are well integrated with the horizontal form of the Stadium and creates a more sinuous shape to the development as a whole.

6.229 The design at the corners, which allows the form of the Stadium to run underneath the residential blocks, is also positive and the residential elements appear to float over the Stadium. This will help to integrate these two elements.

6.230 The design of the residential corner entrances is well integrated to the overall design. The feature columns, more open boundary treatment and refined signage have all helped in this regard and are welcomed subject to detailing. Lighting and landscaping will need to be carefully considered in this location, the details of which will be secured by planning condition.

6.231 If well detailed with minimal structure, the glazed box form of the hotel to the north elevation should act as a lightweight linking element between the feature towers, providing a 'grand entrance' and positive focal point for the Stadium on the north side fronting the road.

6.232 The additional residential floors above the hotel are subservient and will provide a better context for the tower adding greater cohesion to the proposal overall.

6.233 It is noted that the style and detailing of the residential Stadium towers, including the sweeping curved forms, is replicated in the other residential buildings close to the Stadium. This has improved the cohesion of the scheme in this part of the site and will create a distinctive sense of place. The design of these residential buildings is generally very simple and so will greatly rely on the quality of materials and good detailing, including the balconies and windows, reveals etc., to provide the articulation and interest to the elevations. These matters will be secured by planning condition.

Fan Plaza Residential

6.234 The simple shape and lower curved form of the Fan Plaza residential building has provided its integration into the wider development, including with the Stadium itself, and this is positive. The wider lower form also provides good enclosure to the Fan Plaza and clearly defines the public and private faces of the building.

6.235 The double height commercial space to the front helps to divide the building into more comfortable proportions reducing its perceived scale and provides an active frontage to the public space.

6.236 The change in land levels has been used to good effect to hide the car parking. At the lower levels the proposed open brickwork is a positive solution to providing ventilation to the car park and defining the plinth of the building.

6.237 As noted above, given the simplicity of design, the materials and detailing, including privacy screens and shopfront will be important to the design success of the proposal. It is noted that white brick and pale mortar is proposed as the main façade material – this will provide a positive reference to the white stone of the Stadium. The proposal for green glazed bricks to the flanks will also add interest to these elevations which are otherwise relatively plain.

Gateway buildings

6.238 The amended form of these buildings sits more comfortably with the Stadium residential and together they will provide a cohesive gateway to the site from the west. This provides some justification for the proposed scale of development in this location which has a more rural character than the rest of the site.

6.239 The proposed materials and detailing complement the Fan Plaza building and this will strengthen the cohesion and sense of place of the scheme. The car park for these buildings covers almost the entire ground level and will be visible which results in areas of inactive frontage. The proposed perforated brick skin is however helpful in adding texture and interest but only the entrances will provide activity at this level. An extensive detailed landscaping scheme (as required by condition) will be important in providing screening and softening to these inactive frontages.

Soccer Domes and associated buildings

6.240 The domes will be partially sunk into the ground to reduce their visual impact on the adjacent Garden of Remembrance. The existing boundary between the Garden of Remembrance and the site is an evergreen hedge, which will be retained. Their crowns will sit at 37.8m AOD (Community Dome) and 35.8m AOD (Academy Dome) respectively. The structure of the domes is white PVC fabric stretched over a grey steel portal space frame. There is no objection in principle to the location of the domes and associated buildings.

6.241 The associated buildings seem to be of reasonable scale and siting. The jettied design of the academy building will give it the appearance of floating and this seems effective. The fully glazed ground floor will offset the solidity of upper floors although materials will be important to ensure this does not appear too heavy.

6.242 The community building provides a link between the domes. The design and form of this is simple, with its appearance enlivened through the use of glazed brick which lifts the quality of the building.

Designing Out Crime

6.243 In response to Essex Police's comments on both detailed and outline parts of the application, a Designing Out Crime condition will be secured for both detailed and outline elements of the application, to ensure that the principles will be implemented in the design to reduce the risk and fear of crime. The design details which will be subject to this include the footpath design and layout of housing in line with Stadium Way, the use and design of the balconies, planting and landscape design throughout the development and public realm areas especially Supporter's Way.

Conclusion

6.244 It is considered that the application successfully addresses key design requirements of policy, respecting the character and scale of the existing neighbourhood and providing a scale, massing and design that contributes positively to placemaking.

6.245 The application meets the expectation of the Core Strategy and the Development Management Document policy with a high-quality design that will transform this area and create a new, distinctive and vibrantly regenerated piece of Southend.

7) Landscape and Visual Impact

6.246 Policy KP2 of the Core Strategy (2007) states that development should (among other matters) "9. *Secure improvements to the urban environment through quality design [and] 10. Respect the character and scale of the existing neighbourhood where appropriate*".

6.247 Policy DM1 of the Development Management Document (2015) requires that schemes should "(i) *add to the overall quality of the area and respect the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, density, layout, proportions, materials, townscape and/or landscape setting, use, and detailed design features...*; (ii) *provide appropriate detailing that contributes to and enhances the distinctiveness of place; (iii) contribute positively to the space between buildings and their relationship to the public realm;...*".

6.248 Policy DM4 relates to tall and large buildings and states that they will be acceptable where "(i) *they are located in areas whose character, function and appearance would not be harmed by the scale, mass or bulk of a tall or large building; and (ii) they integrate with the form, proportion, composition, and character of surrounding buildings, urban grain and public realm (including landscape features), particularly at street level and (iii) individually or as a group,*

form a distinctive landmark that emphasises a point of visual significance and enhances the skyline and image of Southend...”. The policy states that tall and large buildings will not be accepted where “(i) they adversely affect their surroundings in terms of character...; or (ii) they impact adversely on local views that make an important contribution to the character of an area; or (iii) they adversely affect the skyline of Southend as viewed from the foreshore and other important viewpoints and vistas within and outside the Borough;...”.

- 6.249 Consistent with the site's designation as a Priority Urban Area and for the relocation of the SUFC Stadium, it will inevitably lead to the introduction of new buildings of certain scale, that would result in a considerable change to views, for those who live, work in and visit the area. To quantify the nature of this inevitable change, the applicant has conducted a Townscape and Visual Impact Assessment (TVIA) as part of the Environmental Statement.

- 6.250 The assessment has examined the landscape and visual impacts of the proposed development upon the Green Belt area, the landscape features and character of the site and its surroundings, on the other aspects of landscape interest such as the access and enjoyment of the countryside and open space areas, wildlife or natural habitats, and adjoining historic and cultural assets, as well as the visual amenities of the area.

- 6.251 The LVIA has been undertaken in accordance with Landscape Institute’s ‘Guidance for Landscape and Visual Impact Assessment’ Edition 3 2013 (GLVIA3) and draws on published landscape character assessments including the following documents the National Character Area 81: Greater Thames Estuary, the National Character Area 111: Northern Thames Basin, the Essex Landscape Character Assessment 2003, the Rochford District Historic Environment Characterisation Project 2006 and the Southend Character Study Conclusions January 2011. This is considered appropriate. It is noted this assessment follows on from several previous iterations of the impact studies for the development. Photographs and illustrative views have been provided along with extensive map based graphics on each iteration and have been submitted and consulted on throughout the duration of the application process.

- 6.252 Key terms within the report for considering the significance of visual and townscape effects are set out in the tables below:

Table 6.15 Significance of Effects for the Visual Assessment

Significance of effect	Description
Major beneficial – significant	A marked improvement in the existing view
Moderate beneficial – significant	A noticeable improvement in the existing view
Minor beneficial	A discernible improvement in the existing view
Negligible	No perceptible deterioration or improvement in the existing view
Minor adverse	A discernible deterioration in the existing view
Moderate adverse – significant	A noticeable deterioration in the existing view

Major adverse – significant	A marked deterioration in the existing view
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Table 6.16 Significance of Effects for the Landscape Assessment

Significance of effect	Description
Major beneficial – significant	Would considerably and distinctly improve and enhance the existing character. Would restore valued characteristic features substantially or entirely lost through other land uses.
Moderate beneficial – significant	Would markedly improve and enhance the existing character. Would restore valued characteristics substantially lost through other land uses.
Minor beneficial	Would improve and enhance the existing character. Would restore valued characteristic features partly lost through other land uses.
Negligible	Would be compatible with the existing character.
Minor adverse	Would be slightly at variance with the existing character.
Moderate adverse – significant	Would be at variance with the existing character. Would be judged adverse at a local level. Would not be wholly compatible with local environmental policies for the protection and enhancement of the landscape.
Major adverse – significant	Would be at considerable variance with the existing character, degrading its integrity. Would permanently degrade, diminish or destroy the integrity of valued characteristic features, elements and/or their setting. Would be judged adverse at a national or regional level. Would comprehensively conflict with national, regional or local environmental policies for the protection and enhancement of the landscape.

Construction Phase Landscape and Visual Impact

6.253 The construction stage effects will relate to both the landscape condition of the site and visual amenity of the area and will most likely be temporary. With phased works, while the overall programme extends for several years, some sections of the development will be completed earlier than others so that the construction stage effects are only likely to be focused in any one area or aspect for a part of the construction phase.

Advance Planting

6.254 It is proposed to lay out Supporters' Way and plant the avenue trees as far as the southern end of Fan Plaza early in the programme. Other advance planting would be carried out where possible where it would not interfere with the laying out of the development. In this respect some areas of planting may be established before the end of the overall construction period.

Landscape Impact

6.255 The site generally expresses medium to low landscape resource and character sensitivity. During construction, the retention of important local landscape features, particularly tree belts and substantial hedgerows around the site will remain. In this context, features more typically associated with construction sites,

such as security and office cabins, hoardings, car parking, fences, large vehicles and areas of hardstanding will appear contained across a localised area typically observed in the context of existing urban influences of Southend. It is predicted that the temporary effects of construction before mitigation on local landscape character will represent minor adverse significance of effect over the site.

Visual Impact

- 6.256 The majority of the site will be enclosed by hoardings (to match those already erected along Sutton Road) which will screen on site working. The hoardings will be visible but will not be unattractive. The greater impacts will be at the following four viewpoints:
- Residential viewpoints off Eastern Avenue which will have a minor adverse effect.
 - Crematorium viewpoints may have a moderate adverse effect as a result of the cranes and construction of the Domes and upper floors of Fan Plaza residential and the Stadium buildings. The views from the Memorial Gardens are broken by the buildings, boundary hedge line numerous trees and other structures; this means only a few points within the gardens will have direct views towards the construction activity.
 - Given the existing condition of the Prittlewell Camp there is limited scope for open views from the actual monument area and the site and monument are not currently particularly attractive or inviting open space areas for visitors. The overall actual visual effect on potential visitors to the monument in terms of the overall visual experience in this stage is assessed as minor / moderate adverse.
 - Minor adverse and neutral effects would be experienced by the remaining viewpoints.

Operation years 1 and 15 Landscape Impact

- 6.257 Final completion is taken as Year 1 and Year 15 from the completion of the whole project by which time some of the mitigation could have been established for up to 18 years or so.

Green Belt

- 6.258 Part of the site falls within the Green Belt. The area affected is currently heavily influenced by its urban fringe character and no longer reads as open countryside distinct from the built-up urban area. In particular, the creation of the Fossetts Way link road has separated the main site area off from the wider countryside. While the Jones Memorial Grounds will retain its character as an open greenspace, it will have been enclosed by new development. At completion, the proposals will result in an area of some 6.5 ha to the south of Fossetts Way no longer being open in the sense of being undeveloped. The loss of this modest area of Green Belt between the retail park to the east and development on Sutton Road on the west would not affect the open character of the remaining Green Belt to the north or its landscape and visual function as separation between settlements. The significance of the effects in Year 1 would therefore be moderate adverse, and this is not changed by maturing landscape so remains unchanged at Year 15.

Land Use and Land Cover

- 6.259 The land cover will change from mostly grass and scrubland areas to urban development. The scheme results in the removal of the training facilities, building and parking off Eastern Avenue, and the informal parking area to the rear of the

fire station. The combined elements of the scheme totally change the site to essentially a built development with areas of landscaped public open space and public realm. A series of interconnected open spaces and some modest areas of surface car parking are proposed. The overall sensitivity of the current land use and land cover is considered low. The above development will clearly result in a high magnitude of change resulting in a low-moderate effect.

Vegetation: Hedgerows and Tree Belts

6.260 The hedgerows on the site are insignificant and do not make a positive contribution to the landscape or townscape. As part of the development the boundary vegetation to Jones Memorial Grounds would be enhanced; and new hedge lines are proposed between Supporters' Way and the Domes and on other boundary areas. This will enhance the contribution and quality of the hedge cover on the site. The existing hedgerows have a low sensitivity and the magnitude of change would be positive and beneficial leading to a minor beneficial significance of effects.

6.261 The tree belts on the boundaries of the site are important local features. The most important trees located on the eastern boundary will be retained. It is also proposed to include extensive tree planting across the site to create avenues in keeping with the local street tree pattern, to frame the buildings and open spaces, to assist in screening around the Crematorium and Jones Memorial Grounds, to soften the car parking areas, to create accent points, new landmarks and landscape features, to screen views from Prittlewell Camp, and to provide shade and shelter. Overall and over time, there would be a substantial net gain in both the number and quality of trees on the site. The scale of this will have a moderate beneficial significance of effect at 15 years.

Built Form

6.262 The existing training building off Eastern Avenue is the only building on the site and will be directly replaced by the outline residential element in due course. The new Stadium and residential blocks are considered as a collection of new buildings. For this assessment, it is assumed that the proposed built elements are of appropriate design and quality and therefore a positive contribution. Therefore, combined with the low sensitivity this is considered a moderate beneficial effect and of moderate level significance.

Prittlewell Camp

6.263 The landscape and the setting of the Camp is currently a mix of tree cover and scrubland between elements of the urban development. The monument area is heavily overgrown and the open area of the site land to the west is also becoming more heavily vegetated. The presence of the new development will replace a semi abandoned urban fringe condition with a new built neighbourhood. Taking account of the existing boundary landscape as an interface between the highly sensitive designation of Scheduled Monument and the low sensitivity of the abandoned urban fringe condition this is assessed as a moderate scale adverse impact on a moderately sensitive section of landscape.

6.264 Comprehensive mitigation for the Scheduled Monument in the form of a management plan for the whole of the Prittlewell camp area is included as part of the application proposals. This will improve the legibility of the site and enhance its appearance. Although the area is already open to public access this change creates a much more useable area of green space that would be more welcoming and attractive for users.

6.265 At completion, the impact on the monument landscape is assessed as a moderate scale adverse change to the boundary area and a large-scale positive change to the internal landscape.

Crematorium

6.266 The landscape setting of the Crematorium is currently a mix of urban built form to the south and north-west, and the cemetery to the west. On the application site the adjoining area is grass and scrubland to the north and east with the dominant tree line of the boundary conifers with other tree cover along Sutton Road. The internal treescape of the Crematorium gardens provides significant cover and enclosure around the building and the gardens generally. The area is sensitive as a relatively tranquil setting but is isolated from the application site by the vegetation. This would lead to a moderate adverse significance of effect in Year 1 which would diminish as the new boundary planting became established over the 15 year period. At 15 years the effect is assessed as a minor adverse impact.

Landscape Character - Crouch and Roach Farmland (LCA - F2)

6.267 This part of the site lies on the edge of the Essex LCA Crouch and Roach Farmlands but is heavily influenced by the surrounding urban context. The impact on the Crouch and Roach Farmland would be limited as the area of the development is heavily urbanised and not overly representative of the wider extent of this Landscape Character Area. While area would be lost to the wider LCA, the sensitivity of this portion of the character area is low. The assessed degree of effect at completion is a moderate scale, leading to a neutral level effect.

Landscape Character - Urban Fringe Setting

6.268 The site is a small area of urban fringe set alongside an area of suburban townscape with both residential neighbourhoods and various large commercial and industrial buildings nearby. The proposed development would be in keeping with this pattern although the proposed buildings are of more varied scale and massing. The combination of residential neighbourhood and the civic spaces leading to the new stadium would generate a lively area of townscape. The sensitivity of the urban fringe is very low. The development changes are a positive improvement in the condition of the urban fringe environment. As the planting establishes by Year 15, the moderate beneficial significance of effect will remain. The impact on the urban fringe would be significant but it is noted that this overlaps with the wider urban setting assessment below.

Landscape Character – Wider Urban Setting

6.269 The wider urban setting is noted as predominantly post-war suburb with some more recent large-scale retail and commercial elements. The nearby townscape is generally a coherent collection of neighbourhoods with consistent areas of housing scale and character. While the existing condition is reasonably coherent, the general mass of even-aged similar housing becomes monotonous when viewed as a continuous extent along the northern side of the town. Within the Southend townscape character assessment, the importance of landmark tall buildings is noted as a positive part of the urban character. It is noted further developments of this nature are encouraged provided they are appropriately located. On completion, the development would form a distinctive new neighbourhood with the Stadium at its heart. The new scale and massing of the outline residential development has been considered in relation to the scale of

existing residential development it faces. The new outline residential area would have a distinctly different character to the existing areas but is essentially consistent with the residential nature of the wider townscape.

- 6.270 The sensitivity of the wider urban townscape is generally medium. While the existing condition is reasonably coherent the development offers a new area of townscape interest within the northern suburban edge. In this regard, as the development has no adverse impact on specific aspects of the townscape character and does provide a comprehensive new landmark quarter for the town, its effect is noted as a positive effect on the townscape character.

Operation years 1 and 15 Visual Impact

Residential Property

- 6.271 Residential properties in Southend on Eastern Avenue will have views of the development across the main road and in part the Jones Memorial Recreation Ground. The outline application area sits closest to some of these viewers. While this element is not yet detailed the height and scale of this area is defined by parameter plans. The proposed landscape treatment would serve to soften this built form somewhat and once established the effect would be minor adverse in Year 15. The impact is not considered to be a significant effect.
- 6.272 Residential properties in Southend on Sutton Road will have views across the Road and the Jones Memorial Recreation Ground to the Domes at angle, behind which the top of the stadium buildings will be visible. The retention of trees along Sutton Road and significant tree planting along Supporters' Way and new planting around Jones Memorial Grounds will make a large contribution to breaking up the built form reducing the significance of the effect to minor adverse in Year 15. The impact is not considered to be significant.

Open Space and Recreational Areas

- 6.273 Jones Memorial Recreation Ground is situated immediately to the south and west of site. The Domes will be prominent in the view to the north from most parts of the field. The outline residential would likewise be viewed across the open space. The top of the stadium building and stadium residential will also be visible from points at the angle of the Supporters Way and far enough back from the site boundary. The sensitivity of these viewpoints is medium and the magnitude of change is high, leading to a major adverse effect in Year 1. The impacts would be reduced at 15 years to a moderate adverse impact.
- 6.274 Southend Victory Sports Ground is situated further to the southeast of the site has views of the proposals across Eastern Avenue and Jones Memorial Recreation Ground. The proposals will add additional built form to the background of the view that will be partially filtered by trees on the Jones Memorial Recreation Ground boundaries. The sensitivity of the views is medium and magnitude of change is low, leading to a minor adverse effect. The retention of trees along Sutton Road and significant tree planting along Supporters' Way and new planting around Jones Memorial Grounds will make a large contribution to breaking up the built form reducing the significance of the effect to neutral in Year 15. The impact is not considered to be significant.

Historic and Cultural Assets

- 6.275 Southend Prittlewell Camp Scheduled Monument immediately to the east of the site has some restricted views into the application area. These have become

increasing overgrown during the life of the application and are now concentrated on the site boundary. The well-established tree line on the south-western edge of the monument would remain as an effective screen for the bulk of the development from this part of the camp. As a close quarter view only a short part of the eastern development frontage would be in view and the buildings visible are planned as stepped and broken massing to soften their impact. The proposal includes a future management plan that would open up the internal camp landscape and restore a grassland character. As a result, some views would be restored both towards the development and to the north-west to the open countryside. The visual experience of the camp overall is poor and noted as a medium sensitive viewpoint. The magnitude of change is high at completion leading to a major-moderate adverse effect in Year 1. The retained vegetation and proposed tree planting would help to break up the built form providing screening to the lower sections of the buildings in view. Taken in the round, the changes arising from the proposed management works are assessed as neutral at completion and beneficial in the 15 year long-term.

6.276 The proposed Domes would be visible beyond and above the Crematorium. The top of the plaza residential building would be visible in a glimpsed view from the cemetery gateway but outline residential units will not generally be visible from this point. The stadium buildings would be viewed at an angle further away from the viewpoint and will be predominantly screened by existing vegetation. The magnitude of change would be medium leading to a moderate adverse significance of effect in Year 1. New tree planting will slightly soften views of the Domes over time. Overall, the significance of the effect will not change materially by Year 15 but the impact is not considered to be significant.

6.277 There will be partial views from localised points within the Memorial Gardens where a few points allow views through gaps in the trees from points set far enough back from the boundary. The views will include the proposed Domes, the taller sections of the Stadium and the Fan Plaza residential building above the boundary vegetation in this area. The sensitivity of the viewpoints is high and overall, the magnitude of change is medium, leading to a moderate adverse effect in Year 1. The views will however, benefit from the additional planting north of the Domes and around the proposed Crematorium car parking and birch and specimen tree planting along the boundary which will in time infill the gaps in the vegetation. The significance of the effect is likely to reduce to minor adverse by Year 15.

Road Network

6.278 A1159 Eastern Avenue, Southend Bournemouth Park Road, Southend roundabout junction with Fossetts Way, the proposed Supporters Way' entrance to the west of site, the roundabout junction with Fossetts Way / Chandlers and the Southend east-west section of Fossetts Way will have views of the development. The sensitivity of these viewpoints is either low or medium and the magnitude of change ranges from low to medium/high.

6.279 The proposed landscape treatment would serve to soften this built form somewhat and once established will bring some benefits by Year 15. The impact on these viewpoints is considered to be neutral or low and not significant.

Conclusion

6.280 In conclusion, there are no major or major/moderate adverse physical changes to the landscape or visual residual effects (15 years post development) identified

by this assessment. An assessment of the effect on the Green Belt planning designation within the Southend Borough area is noted as a Moderate Adverse impact as this is a permanent change not reversed by any design or any landscape mitigation this is noted as of moderate significance in EIA terms. Likewise, a Moderate long term adverse impact on the visual amenity of the Jones Memorial Field is noted on the basis of the outline scheme (in the absence of full landscape and architectural detail which offers the potential for this to be reduced), this is also noted as of moderate significance in EIA terms.

8) Archaeology and cultural heritage

- 6.281 The NPPF confirms that *“local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”* The required assessment is provided below.
- 6.282 The NPPF notes at Paragraph 197 that in considering applications, account should be taken of *“...the desirability of sustaining and enhancing the significance of heritage assets...”* and paragraph 199 confirms that *“great weight”* should be attached to conservation of designated heritage assets, *“the more important the asset, the greater the weight should be.”* Should harm or loss result from alteration, destruction or development within its setting, it requires *“clear and convincing justification”* (Paragraph 200).
- 6.283 The NPPF continues, requiring local planning authorities to refuse consent for development which leads to *“...substantial harm...or total loss of significance of a designated heritage asset...”* unless it can be demonstrated that the harm/loss is necessary for substantial public benefits that outweigh that harm/loss, or the nature of the asset prevents all reasonable uses of the site; there is no viable medium term use; conservation by grant-funding or charitable/public ownership is not possible and the harm/loss is outweighed by the benefit of bringing the site back into use (Paragraph 201). For development proposals that lead to *“less than substantial harm”* to the significance of a designated heritage asset, the harm should be weighed against the public benefits of the proposal. (Paragraph 202).
- 6.284 Paragraph 203 of the NPPF requires the effect of an application on the significance of a non-designated heritage to be taken into account. Where a non-designated heritage asset will be affected, a balanced judgement is required that considers the scale of any harm or loss and the significance of the heritage asset.
- 6.285 Policy DM5 of the Development Management Document highlights the need for applications that affect heritage assets to be accompanied by an assessment of its significance, and to conserve and enhance its historic and architectural character, setting and townscape value. Development proposals that are demonstrated to result in less than substantial harm to a designated heritage asset will be weighed against the impact on the significance of the asset and the public benefits of the proposal and will be resisted where there is no clear and convincing justification for this. In respect to non-designated heritage assets,

Policy DM5 requires development proposals that result in the loss of or harm to the significance of a non-designated heritage asset, such as a locally listed building, to normally be resisted, although a balanced judgement will be made, having regard to the scale of any harm or loss, the significance of the asset and any public benefits.

- 6.286 In accordance with policy requirements, the applicant informed the application submission with a Heritage Impact Assessment that assessed the significance of all the heritage assets potentially affected by the development, including the extent to which their settings contribute towards their significance. Further information is provided within the submitted Environmental Statement (ES) which assesses the potential significant environmental effects on cultural heritage. Archaeological fieldwork reports and the Scheduled Monument Management Plan further support the ES.
- 6.287 The assessment rightly highlights relevant national and local planning policy, in addition to drawing attention to the *Historic England guidance Historic Environment Good Practice Advice In Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment* and *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets*. Both these guidance documents are of key importance given the proximity of the Scheduled Monument.
- 6.288 Historic England has previously presented their view that, particularly to the west of Prittlewell Camp, views would be interrupted and a disproportionate level of harm would be caused, commenting: "*We anticipate a development of this nature will inevitably result in harm to the significance of the monument. This is primarily due to the sheer scale, massing and design of the proposal, and because of the very short distance between the monument and the red line boundary.*" Subsequently, extensive discussions between Historic England, the Council and the applicant have led to the alteration of the design of the outline residential proposal to ensure that harm to the setting of the Scheduled Monument and its significance would be avoided as far as possible. The residential blocks have been moved to the west outside of the requested buffer 30m zone, the development envelopes have been staggered and the facades of buildings of 2 storeys or more have been limited to 35m length. This revised design, which is secured by the submitted Parameter Plans and DFS, has provided certainty to Historic England about the appropriate protection of the heritage asset.
- 6.289 The Design Officer confirms that the Parameter Plans and Illustrative Masterplan now provide an appropriate set back of the development envelope against the Scheduled Monument and provide more space for a landscaped buffer in this location. This has significantly reduced the potential impact of the development on the setting and significance of the Scheduled Monument. Subject to appropriate design and landscape details, it is considered that the harm caused to the setting of the monument can be offset by the public benefits of the proposal with the provision of housing and proper management of the Scheduled Monument. The residential scheme has an opportunity to present an attractive and active frontage to the Scheduled Monument and provide improved pedestrian links between the site and the Scheduled Monument. The Management Plan for the Scheduled Monument is strongly welcomed and will ensure its future protection and enable the monument to provide a more useable public space for the site and surrounding area.

6.290 The archaeology and cultural heritage assessment for the project assessed by Orion Heritage Ltd, includes an assessment of existing historic environment conditions of the site, its environs or setting. The assessment has been updated to reflect the increased landscape buffer of 30m, setting the new buildings further away from the boundary of the Scheduled Monument.

6.291 There has also been two phases of archaeological evaluation trenching of the site and site visits to assess the setting of nearby designated heritage assets (i.e. scheduled monuments). This has established that the proposed development site has the potential to contain prehistoric archaeological remains of local heritage significance.

Construction impact

6.292 The effects of the construction phase and the post construction stage have been assessed for archaeological remains and the setting and significance of Prittlewell Camp, a scheduled Bronze Age/Iron Age plateau fort. There is potential for prehistoric remains of local significance, primarily in the northern and western area of the site. The construction of the proposed development will impact upon any remains that are present within the site. This is considered to be a minor impact. With the aid of desk-based research and fieldwork results, it is anticipated that non-designated buried archaeological assets will be subject to an archaeological watching brief (secured by condition) to mitigate construction related impacts.

6.293 There will be no direct construction effects on Prittlewell Camp. Any noise and visual effects on Prittlewell Camp will be temporary.

Operation impact

6.294 Following the implementation of the proposed mitigation strategy there will be no operational impacts on archaeological remains.

6.295 The proposed development will be a dramatic change within the setting of Prittlewell Camp. The development will be prominent in views out from the monument. While the proposed development will be very visible from the Scheduled Monument, the setting of the monument has only a limited contribution to the significance of the monument. The heritage significance of the monument resides primarily within its archaeological evidential value, which will be unaffected by the proposed development. Consequently, taking the effect on the setting into account, balanced with the core of the significance being unaffected, the impact of the proposed development is considered to be a moderate adverse effect. This is considered to be a less than substantial harmful effect.

6.296 In order to mitigate this adverse effect, a Conservation Management Plan for Prittlewell Camp is proposed. This will improve the conditions for the protection of the archaeological remains and increasing legibility of the monument and will improve the access to, understanding and appreciation of the archaeological and historic importance of the camp. Financial contributions have been agreed to implement the management plan and cover matters including the ecological survey, path construction, litter bins, interpretation boards and waste management. This management plan has been devised in consultation with Historic England and will be secured by planning condition.

- 6.297 While it is noted that the development will result in a less than substantial harmful effect on the setting of the monument, the secured Management Plan will enhance the heritage site's legibility and better reveal it, leading to a moderate beneficial effect.

9) Residential amenity

- 6.298 Policies DM1 and DM3 of the Development Management Document and CP4 of the Core Strategy refer to the impact of development on surrounding occupiers. Policy DM1 states that all development should protect the "*amenity of the site, immediate neighbours, and surrounding area, having regard to privacy, overlooking, outlook, noise and disturbance, visual enclosure, pollution, and daylight and sunlight.*"
- 6.299 High-quality development, by definition, should provide a positive living environment for its occupiers whilst not having an adverse impact on the amenity of neighbours. Protection and enhancement of amenity is essential to maintaining people's quality of life and ensuring the successful integration of proposed development into existing neighbourhoods.
- 6.300 The nearest neighbouring residential properties to the site are located across the highway on Eastern Avenue and on Sutton Road, located at a distance. The ES has not identified an adverse impact on these properties in relation to privacy, overlooking, outlook, visual enclosure, pollution, daylight and sunlight. Therefore, these residential amenity issues regarding the residential neighbours of the site have not been addressed in this report.
- 6.301 Full assessment of the daylight and sunlight impacts on both the detailed and outline elements of the application will be undertaken prior to development commencing for each residential phase, and this is secured by planning condition. It is anticipated that these units will receive good internal daylight and sunlight levels. The Council has confirmed its agreement with this position.
- 6.302 In terms of the commercial uses proposed, no details of the delivery times, ventilation and extraction details have been submitted at this stage therefore these details will be secured via planning conditions. Subject to conditions in this respect, it is considered that the proposal would not result in any material harm to the residential amenity of the nearby and adjoining residents.

Internal Daylight – Stadium Residential

- 6.303 An internal daylight analysis has been undertaken to assess the predicted internal daylight distribution of the habitable rooms within the residential towers of the Stadium's north stand. as these represent the likely 'worst case' internal daylight environments within the proposals. The assessment has been undertaken in accordance with the BRE and British Standard guidance. The daylight simulation was based on Radiance software through the graphical user interface (GUI) of Ladybug and honeybee tools plugins in Rhino/grasshopper.
- 6.304 Traditionally, daylight has been evaluated quantitatively, using the Average Daylight Factor (ADF). The daylight factor is defined as a ratio that represents the amount of illumination available indoors relative to the illumination present outdoors at the same time under an overcast sky. Although there are various

recommendations for typical Average Daylight Factor values, an average value between 2% and 5% is considered satisfactory. The BRE guide recommends an ADF of 5% or more if there is no supplementary electric lighting, or 2% or more if supplementary electric lighting is provided. “*BRE guidelines confirm that the acceptable minimum ADF target value depends on the room use. That is 1% for bedroom, 1.5% for living room and 2% for a family kitchen.*” BRE also states that rooms of multiple uses (kitchen/living/dining rooms) can have a target of a target of 1.5%.

- 6.305 The simulations have assessed Average Daylight Factor for a total of 42 no. habitable rooms in 17 no. units on the fourth floor of the eastern north stand. The overall result of this study showed that all 42 no. habitable rooms in the examined area exceed the recommendations set out by BRE Guidelines. In addition, the majority of the combined living/kitchen/dining rooms also achieve the higher daylight level recommendations of 2%.
- 6.306 As the assessed rooms are located on the lowest residential level, they would represent the ‘poorest’ performing units, as daylighting levels will increase with increasing floor levels. As such, it can be confidently anticipated that the remaining residential units will receive adequate internal daylight levels.
- 6.307 Therefore, it can be concluded that the Stadium Residential towers will receive good internal daylight levels, which can in turn support the health, wellbeing, and productivity of the building occupants.

Noise and vibration

- 6.308 Paragraph 185 of the NPPF states “*Planning policies and decisions should also ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on healthy, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should...mitigate and reduce to a minimum potential adverse impact resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life.*”
- 6.309 The assessment also addresses the Noise Policy Statement for England, Sections 60 and 61 of the Control of Pollution Act 1974 and the Environmental Protection Act 1990, the British Standard (BS) 5228 'Code of Practice for Noise and Vibration Control on Construction and Open Sites - Part 1: Noise' (2009), the British Standard BS 5228 'Code of Practice for Noise and Vibration Control on Construction and Open Sites - Part 2: Vibration' (2009), the World Health Organisation Night Noise Guidelines for Europe 2009 and Guidelines for Community Noise, BS8233:2014 Guidance on sound insulation and noise reduction for buildings, Artificial Grass Pitch (AGP) Guidance Note: 2015 - Acoustics - Planning Implications and the Code of Practice on Environmental Noise Control at Concerts (Noise Council 1995).

Predictions

- 6.310 Noise models associated with the proposed development have been predicted using the software package CADNA A and based upon measurements previously completed at similar stadiums as the proposed Stadium. This approach is in line with best practice. Crowd noise from the stadium has been modelled as a series of line sources running around the middle of the stands.

Modelling of concerts have also been completed through the inclusion of point sources to represent the sound reinforcement system and include crowd noise sources as line elements around the stands using 'Crowd Pre-match' levels.

- 6.311 The effect of traffic noise impacts have been considered in terms of a simple noise level change resulting from the additional traffic generated by the operation of the site in the short term. In order to predict the level of road traffic noise from the road network traffic, forecasted parameters have been provided in terms of 18-hour Annual Average Weekday Traffic (AAWT) flow between the hours of 06:00 to 24:00 along with average vehicle speed and the percentage of heavy goods vehicles (HGVs).

Baseline Conditions

- 6.312 Baseline noise surveys have been completed and are considered to adequately define the baseline conditions.

Potential Impacts and Mitigation – Neighbouring sites

- 6.313 Noise Modelling has been conducted as described above in order to assess the potential noise related impacts of the proposal taking account of noise sensitive receptors and current noise assessment guidance. The neighbouring noise receptors assessed include Smither's Cottages, the Crematorium and Gardens of Remembrance, the rear garden of 682 Sutton Road, the front garden of 503 Sutton Road, the A1159 road, the hospital and 684 Sutton Road.

- 6.314 It should be noted that it would be expected that the predicted noise levels from each scenario are combined with the existing baseline to determine the 'with Development' scenario. This figure should then be assessed against the baseline scenario to present the overall change in noise levels. This approach may result in slightly higher noise levels than those presented within the ES.

- 6.315 In general results indicate that noise levels will temporarily increase during assessed scenarios at receptor locations when compared to the base scenario.

- 6.316 The assessment indicates that football matches (assumed for the purposes of the assessment as 23 per year) may result in short term noise level increases of up to 6 dB in the $L_{Aeq,1hr}$ (Smithers Farm and 682 Sutton Road) at existing dwellings and 4 dB change in the $L_{Aeq,1hr}$ at the hospital. This would be considered of moderate significance. The World Health Organisation Guidelines for Community Noise state that "...existing large quiet outdoor areas should be preserved...". Whilst the noise predictions show that during a football match there is potentially a 18 dBA increase in noise level in the Gardens of Remembrance, services only take place in the Crematorium and Chapel during weekdays 9:40 to 4:00 pm and so services would not be impacted by be gameday noise. The occurrence of football matches and non-football events out of current Crematorium and Chapel hours is to be secured by condition.

- 6.317 The assessment takes concerts as the model non-football event to evaluate the noise impact and states that they will be limited to maximum 3 per year. Whilst the calculated Music Noise Level exceed the background noise levels at the nearest receptors, they readily comply with the 75dBA noise limit for up to 3 events per year as set out in the guidelines. As concerts would take place in the late evening the impact at the Crematorium has not been considered as the Crematorium and Garden of Remembrance would not be open during this time. It should be noted that the assessment has not accounted for any tonal content

associated with entertainment noise. For concert related noise, an assessment of low frequency noise would be expected.

- 6.318 For the year 2027, assessment based on the traffic data provided by Steer Group shows it is unlikely that $L_{A10, 18hr}$ traffic noise levels along existing roads would increase by more than 0.9dBA on any link. It is likely that road traffic noise levels will increase temporarily in the periods before and after a football match or concert at the stadium, but the impact of this increase is unlikely to be significant in the context of the limited time periods involved.
- 6.319 As part of the development it is proposed to construct an acoustic barrier or bund along the boundary with the Gardens of Remembrance. Details are conditioned for later agreement. This measure will help to reduce noise levels from vehicles, pedestrians and use of the dome pitch facilities.
- 6.320 Several construction phases have been assessed to result in moderate or major noise impacts when activities are located at the closest points to receptors. A Demolition and Construction Management Plan and Strategy will minimise the impact of noise during construction and is secured by planning condition.

Potential Impacts and Mitigation – Proposed residential development

- 6.321 The results of noise modelling for the proposed Stadium dwellings and Hotel show that typical noise levels, when there is no match/event at the stadium, at the façades of proposed residential buildings would result in no noise impact.
- 6.322 At the residential buildings noise levels of up to 80dBA may occur during game days (assumed 23 per year). At the Hotel, noise levels of up to 83dBA may occur. These impacts will however only occur intermittently. Façade noise levels associated with the concert noise are not presented and in specification of the building façade, consideration would be required to any acoustic character and tonality that the identified noise source may contain. Serious consideration of the noise levels at the facades of the residential dwellings within the Stadium is required. This has been the subject of correspondence with the Environmental Health team. It is important to note that Note 3 under Table 4 of BS8233 states '*These levels are based on annual average data and do not have to be achieved in all circumstances. For example, it is normal to exclude occasional events, such as fireworks night or New Year's Eve.*' BS5228 clearly allows a significant level of variation in noise level for short duration noise levels. Notwithstanding this, football matches and concerts do not necessarily fall under the exclusion presented as these are regular scheduled events and should be accounted for.
- 6.323 The intermittent temporary increase in noise experienced from football matches, PA system, live music events etc. would be intrusive and needs to be properly mitigated. The assessment suggests that daytime noise below 40dB $L_{Aeq,16hr}$ inside dining rooms, 35 $L_{Aeq,16hr}$ inside living rooms and night-time ambient noise levels not exceeding 35dB $L_{Aeq,16hr}$ in bedrooms, could be achieved to meet the requirements of BS8233. Details of glazing, ventilation and sound insulation of the residential and hotel accommodation will be specified during detailed design stage, as secured by planning condition. The assessment suggests that noise associated with concerts could be controlled through limiting the number of concerts (3) and by entertainment licence conditions. Given the proximity of the proposed sensitive receptors to the Stadium (including both onsite and offsite) it

is considered unlikely that adequate controls could be provided via these routes, therefore appropriate glazing, ventilation and sound insulation measures are required. Further mitigation details to follow at detailed design stage and this is secured by planning condition.

Air Quality

- 6.324 Paragraph 174 of the NPPF states “*Planning policies and decisions should contribute to and enhance the natural and local environment by...preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land stability.*”
- 6.325 The submitted assessment identifies relevant legislation and policy appropriate for the air quality assessment.
- 6.326 Appropriate screening criteria have been applied to the assessment of both operational and construction phase impacts. Appropriate input data – meteorological data, emissions factors, background concentrations have been used in the modelling assessment. The Model verification is robust and appropriate for determining the effects of the Proposed Development.
- 6.327 The baseline assessment identified that air quality conditions are favourable and no exceedances of the national objectives for the relevant pollutants are anticipated at the site.
- 6.328 An assessment of construction dust effects has been undertaken predicting, at worst, a ‘High Risk’ of dust soiling and health effects at nearby sensitive receptors without mitigation in place during construction. Mitigation measures have been recommended in line with best practice for a ‘High Risk’ site and, if implemented, are expected to result in negligible impacts from dust.
- 6.329 A dispersion modelling assessment has been undertaken to assess the air quality impacts during the 2021 construction and 2027 operation of the development at worst-case sensitive receptors, using the ADMS Roads atmospheric dispersion software. Concentrations at all modelled human health receptors are expected to be well within relevant national pollution objectives. The predicted effects from the construction and operation of the development on local air quality are therefore considered to be not significant and no mitigation measures are proposed.
- 6.330 The proposed energy plant for the Development would meet a low NO_x threshold. A review of the energy plant is recommended once the energy strategy is finalised to confirm that the effects would not be significant and is secured by planning condition.
- 6.331 There are no predicted significant air quality effects from the construction or operation of the development and subject to conditions the proposed development is therefore considered acceptable in respect of air quality.

10) Socio-economic impacts

6.332 Socio-economic benefits arising from the development proposals represent an important consideration for the application. The NPPF makes it clear that pursuing a strong and responsive and competitive economy represents a key objective (one of three) of sustainable development. Under the section title of '*Building a Strong, Competitive Economy*', it advises that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. (Paragraph 81).

6.333 The socio-economic effects examined include the likely significant effects on employment generation during the construction and operation, the provision of new homes, the additional population generated with associated demand for social infrastructure and the local economy.

Employment

6.334 During the demolition and construction phase, the development will generate 148 new FTE construction jobs per annum over the 7-year construction period and 515 net additional direct new jobs at the Stadium, hotel and conference facilities after its completion.

6.335 The proposed development will make a significant positive contribution to the supply of housing (1,461 new homes) and especially affordable housing (439 homes). The new population generated is expected to generate additional council tax revenue for the Council and additional spending in the local economy, especially in the nearby town centre. Obligations requiring a proportion of local labour and support for employment and skills training are also to be secured through the Section 106 Agreement.

Education

6.336 The development will generate new demand for places in primary and secondary schools in the vicinity of the site. While there is current capacity within the nearby primary schools and whilst the secondary school also has places at present, the latter is part of a borough wide expansion programme to meet heightened demand from September 2021 onwards and this development would add a significant population. This adverse impact will be mitigated through S106 contributions secured for the secondary school spaces, phased such that sufficient provision can be put in place ahead of generated need to mitigate the impact of the proposed development as it is built out.

Public open space

6.337 There will be an increased demand for public open space as a result of the additional population in the area. The development will provide a minimum of 0.75ha of public open space on site through the Linear Park, and minimum 0.73ha of public realm including town squares and pocket parks, however there will be an additional demand for open space in the vicinity of the site, especially on the adjoining open spaces of Jones' Memorial Ground and Fossetts. At present, both sites see fewer visitors than the majority of parks and open spaces in the town. Jones' Memorial is more heavily used on Sundays for junior football. The development is likely to result in a big increase in the visitor numbers to both sites throughout the week. This will increase wear and tear and see an increased need for litter picking and litter bins, especially on match/event days. This impact

will be mitigated by being addressed in the conditioned Major Event Day Management Plan, to litter pick the park and empty litter bins within the park and public domain.

6.338 The proposed new car park to serve Jones' memorial Ground provides an acceptable replacement.

6.339 Through the conditioned Scheduled Monument Management Plan, Prittlewell Camp will be managed and maintained as a heritage site, as well as amenity space for use by the new residents whilst protecting its ecological value.

Children's play space

6.340 The proposed development will also create increased demand for children's playing space. The DFS proposes onsite facilities within the outline residential neighbourhood including a minimum 0.01ha of Local Area for Play, minimum 0.04ha of Local Equipped Area for Play, doorstep play within the podium communal amenity space and 0.4ha at the Stadium Plaza. Southend-on-Sea's Parks and Green Spaces Strategy stipulates a benchmark standard of 0.8 hectares of children's play space per 1,000 head of population, with a split of 0.25 hectares of designated equipped playing space and 0.55 hectares of informal playing space, typically consisting of amenity space." Additionally, a S106 contribution will be secured for the Jones Memorial playground to address the increased demand for the play space.

Sports and leisure facilities

6.341 The proposed development will increase patronage and pressure on existing indoor and outdoor sports facilities in the area. No financial contributions (via section 106) are proposed in the application to specifically mitigate this effect and hence is considered to be a potential negative impact in isolation. However, it is considered that the development as a whole will contribute substantial sporting benefit to the local area through provision of the Stadium and Community Dome, which are in lieu of contributions. It should also be noted that the proposals will provide a significant contribution via CIL, which could be used to fund identified schemes from the Infrastructure Funding Statement. CIL contributions could therefore be put towards improvements in existing sporting provision in the locality, if considered a priority by the Council in a future CIL spend funding round.

Primary healthcare

6.342 The proposed development will increase pressure on the local primary health care facilities through increased population. No section 106 mitigation is proposed for this impact and this is considered to be a negative effect in isolation. However, as above CIL, contributions could reasonably be put towards primary healthcare improvements if considered a priority by the Council in a future CIL spend funding round.

11) Ecology and biodiversity

6.343 Local planning policy in respect of ecology is set within the Core Strategy Policy CP4, that requires development proposals to enhance and complement

prevailing natural assets, protecting and enhancing biodiversity values of an area.

- 6.344 The NPPF (Para. 180) states the following: *“When determining planning applications, local planning authorities should apply the following principles:*
- *if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;*
 - *development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments) should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest...”. It continues, confirming that “opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity”.*
- 6.345 The NPPF (Para. 174) also promotes biodiversity net gains including by the establishment of coherent ecological networks.
- 6.346 Policy CP4 *The Environment and Urban Renaissance* includes the following relevant provisions: *“2. maximising the use of previously developed land, whilst recognising potential biodiversity value and promoting good, well-designed, quality mixed use developments 9. safeguarding, protecting and enhancing nature and conservation sites of international, national and local importance”*
- 6.347 Development Management Document policy DM2 *Low Carbon Development and Efficient Use of Resources* includes *“(v) Urban greening measures and promoting biodiversity from the beginning of the design process. Urban greening design measures include but are not limited to provision of soft landscaped open space; tree planting; green roofs; living walls; nest boxes; and soft landscaping.”*
- 6.348 The Ecology Impact Assessment assessed the impacts of the proposed development on the ecological features of the site and surrounding areas, including sites, habitats and species. The assessment has been carried out with reference to the current Chartered Institute of Ecology and Environmental Management (CIEEM) Guidelines for Ecological Impact Assessment in the UK and Ireland – Terrestrial, Freshwater and Coastal, 2nd Edition (CIEEM 2016). Baseline data including desktop information from local records centres and official mapping, was collected between 2014 and 2020. The site was visited in 2016, 2018 and 2020.

Impact

- 6.349 The survey showed that the majority of the habitats present were assessed as of negligible – low ecological value, comprising of buildings and hard standing, amenity grassland with some habitats including hedgerows and trees of low to moderate value in a site context. Habitat removal will occur during construction, and this will be a moderate adverse impact significant at the local level in relation to trees and hedgerows and of minor adverse impact significant at the site level for other habitats.

- 6.350 Several European Protected Sites were recorded in the desktop search, identified as potentially vulnerable to impact. These are mostly coastal and marine related designations. The sites are within the Impact Risk Zone of the site and the Zone of Influence of Essex coastal sites and the residential element of the development requires Southend on Sea to consult with Natural England who also confirmed they need to undertake an appropriate assessment under the Habitat Regulations (covered below).
- 6.351 One tree within the site was considered to include suitable features to support bat roosts in 2020, using the precautionary principle and assuming that the most likely type of roost would be a night roost for an individual or small number of a relatively common species. The tree would be removed during construction, as bat roosts for small numbers of common species are not regarded as of nature conservation significance. There may be an impact of new lighting for the development on bats. This is likely to be moderately adverse significant at the site level.
- 6.352 Scrub habitat and some existing mature trees suitable for bird nesting and foraging will be in the development. Bird nesting and foraging habitat will be removed during construction, which includes the majority of the site. The loss of nesting habitat will be of moderate adverse impact significant at the local level. The operational development will not be suitable for all of the currently assumed assemblage of nesting birds. The loss of nesting habitat will be of moderate adverse impact significant at the local level.
- 6.353 A residual population of common lizard was recorded in the northern part of the site. Habitat for reptiles during construction will be removed, this is a moderate adverse impact, significant at the local level. New habitats will mostly be unsuitable during operation, there will, therefore be no impacts during operation for the majority of the site.

Mitigation

- 6.354 The majority of existing habitats on site will be lost to development. In mitigation, new areas of amenity grassland, wildflower grassland, tree planting, new hedges and landscaping are proposed. Specifically for the two for one tree replacement, it will be conditioned that work shall be carried out in accordance with British Standard BS 3998: Tree work: Recommendations (or an equivalent British Standard if replaced).
- 6.355 A bat tree roost of minor nature conservation significance has been assumed, potential commuting and foraging habitats will be lost and there may be impacts resulting from new lighting of the scheme. It is noted that only a single activity survey has been undertaken, outside of the optimum period for survey, therefore prior to construction a further survey is conditioned to be undertaken for the presence of bats. If shown to be present, a mitigation licence must be applied for and implemented.
- 6.356 As a residual population of reptiles which are protected have been identified in parts of the site, it is recommended that prior to construction an updated survey is undertaken which should include the assessment of a suitable receptor site. These matters will be secured by planning condition.

- 6.357 Habitats on site, including scrub and trees are considered to be suitable for nesting birds. Updated surveys and an assessment of impacts upon the current/likely average species and population assemblages should be undertaken prior to construction, to provide an accurate assessment, particularly if those replacement habitats will support a different species assemblage, to inform any necessary mitigation strategies, method statements and licence applications. This is secured by planning condition. During operation, the new development will provide opportunities for nesting birds through new nesting in retained mature trees, new tree planting and on suitable building locations.

Biodiversity Net Gain (BNG)

- 6.358 BNG was calculated using a standard metric which records the changes on site as biodiversity units and linear units. Using the information available and maintaining a conservative approach to habitat loss and gain preliminary calculation of BNG has been completed using the metric for the combined proposals.
- 6.359 The calculation results using information currently available are that the development will result in a net loss of habitat units of -2.3 or 3.39% and a net gain of 36.63 or 760.25 hedgerow units. It should be noted that these figures represent a work in progress. Updated surveys need to be undertaken prior to construction, which will assess potential mitigation strategies. In order to address the impact of the development on the site's biodiversity value, an increase in habitat units is proposed to be secured by planning condition.

Habitats Regulation Assessment

- 6.360 Given the location of the site within the ZOI of designated size, a Habitats Regulation Assessment (HRA) was undertaken by Waterman on behalf of Southend.
- 6.361 The HRA Stage 1 work which concluded that the new housing development in this location and scale had the potential to increase recreational pressure on certain designated sites. The potential for 'Likely Significant Effect' of the disturbance from new residents on Crouch and Roach Estuaries, Benfleet and Southend Marshes, Foulness and Essex Estuaries could not be ruled out as additional residents may impact on wintering birds, through increased dog walking, jogging, walking, cycling and other activities.
- 6.362 During Stage 2 of the HRA (the Appropriate Assessment, undertaken on behalf of Southend as the competent authority), mitigation can be considered as part of the assessment work. The HRA concluded that the proposals would be acceptable in HRA terms, subject to the identified mitigation. This mitigation consists of the payment of the Essex RAMS tariff which would go towards certain mitigation measures set out in the RAMS, including provision of information and awareness raising, fencing/waymarking/screening, pedestrian, cycle (and dog) access, enforcement and habitat creation. A contribution calculated at £127.30 (as of April 2021) per residential unit (at 1,461 units this results in a payment of £185,985.30) will be secured through the section 106.

12) Sustainability and energy strategy

- 6.363 To appreciate the sustainable credentials of the development proposals, it is appropriate to initially set out the key aspects of sustainable development, as defined by prevailing policy. The NPPF, confirms that the purpose of the planning system is to contribute towards the achievement of sustainable development, which is delivered through the pursuit of three overarching objectives. The economic objective requires support for the economy, encouraging growth, innovation and improved productivity. The social objective looks to support strong, vibrant and healthy communities, whilst the environmental objective seeks to protect and enhance the natural, built and historic environment, making effective use of land, helping biodiversity, minimising waste and pollution, and adapting to climate change.
- 6.364 Policy KP2 of the Core Strategy reflects the sustainable themes referenced in the NPPF, calling for development proposals to make best use of previously used land; avoid flood risk; reduce the need for travel; ensuring good levels of accessibility; the promotion of public transport; protection for natural and historical assets; a reduction in the use of resources; the adoption of renewable and recycled energy, water and other resources (including a target of 10% of energy needs to be met by on-site renewable options); and the adoption of SUDs techniques.
- 6.365 Policy CP4 of the Core Strategy mirrors much of these policy requirements, again prioritising the use of previously developed land; the adoption of sustainable and renewable resources in construction and development; creating accessible development and spaces; protecting heritage assets and existing open spaces; and reducing all forms of pollution.
- 6.366 In accordance with Southend-on-Sea Core Strategy, this project is required to follow and fulfil the planning requirement of the Policy DM2 *Low Carbon Development and Efficient Use of Resources*, which sets out a target in achieving BREEAM 'Very Good' rating for all non-residential developments. For this purpose, a BREEAM Pre-Assessment Strategy has been carried out to meet this requirement.
- 6.367 Applying these identified sustainable themes to the application proposals results in a positive appraisal of the development's sustainability credentials:
- 6.368 Sustainable travel: A key aspect of the scheme has been the focus on connectivity and permeability through the site and beyond for pedestrians and cyclists, as well as public transport improvements. The proposals include policy compliant levels of cycle and car parking, including direct and passive provision for Electric vehicle charging points and car club spaces. A Travel Plan is secured to govern the sustainable transport strategy.
- 6.369 Economy: During the demolition and construction phase, the development will generate 148 new FTE construction jobs per annum over the 7-year construction period and 515 net additional direct new jobs at the Stadium, hotel and conference facilities after its completion. The new population generated is expected to generate additional council tax revenue for the Council and additional spending in the local economy, especially in the nearby town centre

- 6.370 Community: The development proposes a new Community Dome to be used by SUCET's programmes and the wider community and a new Centre for SUCET of 890sqm, which will allow it to substantially expand the people it reaches. In the Stadium spaces for creative production and a Sensory Room for visual and hearing impairment participants are proposed. A minimum 280sqm community space is also required to be made available in the outline residential neighbourhood.
- 6.371 Building Design, Renewable Technologies and Energy: The submitted proposal includes a renewable energy scheme and water efficient design measures to limit water consumption to 105 litres per person per day, to be secured by planning condition.
- 6.372 Open Space and Landscape: The Landscape parameter plan commits to a minimum 0.75ha of public open space through the Linear Park proposal and a further minimum 0.73ha of public realm including town squares, pocket parks and structural landscape. Also, 17,000sqm of podium space is proposed that can be utilized for resident amenity space within the Outline neighbourhood. The detailed scheme is pedestrian focused, with a variety of interconnecting landscaped routes through the site to and around the Stadium, including the Fan Plaza and Supporter's Way.
- 6.373 Heritage: The development's impact on the neighbouring Scheduled Monument will be mitigated through the Outline residential blocks design, which respects its setting, as well as through the securing of a Management Plan for the improvement of the site's legibility and maintenance.
- 6.374 Biodiversity: New areas of amenity grassland, wildflower grassland, tree planting, new hedges and landscaping are proposed. A two for one tree replacement, will be conditioned. Prior to construction a further baseline survey is conditioned to be undertaken for birds, bats and reptiles to ensure mitigation of the development's impact and enhancement of their habitat. A minimum 10% increase in biodiversity net gain is conditioned as well as the payment of the Essex RAMS tariff which would go towards mitigation of impact on European Protected Sites.
- 6.375 Flooding: Flood risk to the site will remain low in the operational phase subject to the implementation of a new positive site wide surface water drainage system which incorporates sustainable drainage systems and restricting the rate of runoff from the site to pre-development greenfield runoff rates, secured by planning condition.
- 6.376 Waste: An operational site waste management strategy will be prepared to identify the wastes streams and storage provisions required during the operation of the development, including recycling, as secured by planning condition.
- 6.377 Pollution: With the imposition of a number of appropriately worded conditions relating to noise, air quality and ground conditions, pollution will be limited and controlled through the detailed design stage.

- 6.378 The above aspects of the development's sustainable performance have been examined in detail in the respective sections of this report. The paragraphs below focus on the energy and carbon performance of the proposed development.

Energy Use and Carbon Dioxide Emissions

- 6.379 The Energy Strategy for the proposed development has been carried out in accordance with the Local Authority planning requirements as well as national Building Regulations Part L1A and L2A (2013) which cover matters relating to the energy efficiency of new dwellings and new non-residential buildings and set limits on carbon emissions arising from energy use within these buildings.

- 6.380 The detailed planning elements of the development will be assessed under the BREEAM UK New Construction (NC) 2018 Scheme. The submitted Sustainability Report calculates the following ratings for the assessed detailed non-residential elements as part of the Pre-Assessment:

- Proposed Score – Stadium: 58.31% 'Very Good' Rating;
- Proposed Score – Hotel: 56.15% 'Very Good' Rating;
- Proposed Score – SUFC Academy and Accommodation: 58.31% 'Very Good' Rating;
- Proposed Score – Community Dome with Changing Facilities: 58.31%, 'Very Good' Rating

- 6.381 The outline planning elements of the development (commercial units within the new proposed residential elements) will be assessed under BREEAM UK New Construction (NC) 2018 Scheme - Retail - Shell and Core. The pre-assessment report confirms the strategy to achieve a BREEAM 'Very Good' rating. The total score of 60.62% includes a buffer above the 55% threshold for a Very Good rating, allowing some flexibility without compromising the final BREEAM rating. This 5% buffer is considered sufficient.

- 6.382 The BREEAM 'Very Good' performance for non-residential units of both the detailed and the outline elements of the development are demonstrated to be achievable and will be secured by planning condition.

- 6.383 The Energy Strategy approach is in line with the objectives and concept targets set out in Development Management Document, Policy DM2, which requires all proposals to follow energy hierarchy to provide energy and resource efficient design. Several options for the proposed detailed non-residential planning elements of the development have been assessed. The most suitable combination of solutions is as follows.

6.384 Be Lean (Using Less Energy)

- Improved fabric efficiency;
- Efficient lighting specification;
- Implementation of heat recovery within balanced mechanical ventilation systems;
- High efficiency gas boilers for space heating in the Academy Dome and Accommodation, Community Dome with Changing Facilities and the First Team Training Facility and some areas of the Stadium and Hotel;

- VRF/ASHP heating system with high performance SCOP serving most areas in the Stadium and Hotel;
- VRF/ASHP cooling system with high performance SEER where cooling is provided;
- High efficiency domestic hot water (DHW) gas boilers; and
- Use of variable speed control with differential sensor across pumps.

Be Clean (Supply Energy Efficiently)

6.385 In previous iterations of the scheme, in the absence of an area-wide Combined Heating and Power (CHP) system, the alternative method suggested to achieving a 'Clean' solution was to supply energy efficiently by implementing a site-wide CHP system to serve the buildings covered in this assessment. With future net zero targets, low-carbon CHP would impose a high associated risk and is therefore no longer proposed as a suitable energy strategy and hence this stage is excluded herein. Nor is a natural-gas fired CHP being proposed as a clean measure due to natural-gas being of higher carbon intensity than current electric grid, hence negating the benefit of a CHP system.

Be Green (Use Renewable Energy)

6.386 The use of renewable energy and low or zero carbon (LZC) technologies has been reviewed in order to meet the required reduction in the buildings' carbon emissions and to establish the most appropriate energy source in accordance with local Policies KP2 and DM2. Local policies stipulate that, where feasible, at least 10% of the energy needs of new development should come from on-site renewable options (and/or decentralised renewable or low carbon energy sources). Results for detailed element indicate that a total 2,376sqm of Monocrystalline silicon PV arrays would meet this target for the non-residential buildings.

6.387 The Energy Strategy for the detailed residential elements has been developed for the following buildings:

- Fossetts Way – North Side;
- Fossetts Way – South Side;
- Fan Plaza; and
- Residential Units over Stadium North Stand.

6.388 The most suitable combination of solutions is as follows.

Be Lean (Using Less Energy)

- Improved fabric efficiency;
- Improved fabric performance;
- Efficient lighting specification; and
- Highly efficient gas boilers providing space heating and Domestic Hot Water (DHW).

Be Clean (Supply Energy Efficiently)

6.390 As stated for the non-residential elements of the detailed scheme.

Be Green (Use Renewable Energy)

6.391 Results herein indicate that a total 1215m² of Monocrystalline silicon PV arrays would meet this target for the residential buildings. Implementing this green measure to the proposed energy strategy also ensures a reduction by an area-

weighted percentage of at least 15% in CO2 emissions compared to the Building Regulations Part L 2013 Baseline.

6.392 The proposed Energy Strategy approach for the outline residential elements is in line with the objectives and concept targets set out in Development Management Document, Policy DM2, which requires all proposals to follow the energy hierarchy to provide energy and resource efficient design. The design will follow principles of good passive design and deliver energy efficient buildings, making energy costs more affordable by lowering their energy demand. As a second step, low carbon heat will be supplied to each building; and lastly, PV systems will be maximised where spatially and financially possible.

6.393 Several options for the proposed outline residential planning elements of the development have been assessed. The most suitable combination of solutions is as follows.

6.394 Be Lean (Using less Energy)

- Architectural and building fabric measures (passive design);
- Improved insulation with enhanced U-values;
- Improved air tightness;
- Efficiency levels similar to the use of Accredited Construction Details (ACD) for all psi junctions to minimise cold bridging;
- Solar control glazing with low g-value and internal shading devices;
- Energy efficient services (active design)
- Efficient lighting based on 100% low energy fittings; and
- Efficient mechanical ventilation with heat recovery.

Be Clean (Supply Energy Efficiently)

6.395 Following on from the qualitative appraisal, it is proposed at this current stage that a Hybrid: Air Source Heat Pumps (part load) + Peak Load Boilers per phase is the preferred approach. This option primarily uses ASHPs to meet the demand, which are a mature low-carbon technology that offer long term resilience with respect to future changes required to achieve the Net Zero carbon target at national level. The inclusion of gas boilers limits the impact on the electric grid.

Be Green (Use Renewable Energy)

6.396 PVs and ASHP have been considered the most suitable low or zero carbon (LZC) technologies for this development.

Conclusion

6.397 The energy efficiency and carbon reduction assessments have demonstrated the scheme's potential to follow the energy hierarchy to provide energy and resource efficient design through passive design, low carbon heat and PV panels. A significant part of the development has regard to sustainability in other respects including biodiversity and landscape enhancement measures, sustainable transport, SuDS incorporation, minimisation of pollution and waste impacts.

13) Other environmental matters

Hydrology and Drainage

- 6.398 Paragraph 159 of the NPPF states that *“Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.”*
- 6.399 Paragraph 161 of the NPPF states *“All plans should apply a sequential, risk-based approach to the location of development - taking into account the current and future impacts of climate change – so as to avoid, where possible, flood risk to people and property. They should do this, and manage any residual risk, by applying the sequential test and then, if necessary, the exception test...”*
- 6.400 Policy KP1 of Core Strategy states that all development proposals within flood risk zones *“shall be accompanied by a detailed flood risk assessment appropriate to the scale and the nature of the development and the risk”*. It is also noted that *“development will only be permitted where that assessment clearly demonstrates that it is appropriate in terms of its type, siting and the mitigation measures proposed, using appropriate and sustainable flood risk management options”*.
- 6.401 The Hydrology and Drainage assessment considers the potential impacts on the hydrology and drainage including the impact on groundwater and surface water regarding quantity.
- 6.402 The Flood Risk Assessment (and associated Addendum) confirms that the site is in Flood Zone 1 which comprises land having less than 1:1000 annual probability of river or sea flooding. Flood risk to the site will remain low in the operational phase subject to the implementation of a new positive site wide surface water drainage system which incorporates sustainable drainage systems and restricting the rate of runoff from the site to pre-development greenfield runoff rates, secured by planning condition.
- 6.403 Mitigation measures for the effects which may arise from the construction phase are to be secured via an appropriate planning condition.
- 6.404 Mitigation measures are proposed for the operational phase of the development and secured by appropriate planning condition pertaining to surface water drainage, groundwater drainage, sewer drainage and site activities. In relation to the proposed foul water connection into the existing sewers, the development will be conditioned to provide evidence of acceptance from Anglian Water to discharge into their system.
- 6.405 Subject to the implementation of mitigation measures, no residual effects on the surface water were found and the effects on groundwater were determined to be minor.
- #### Material Resources and Waste
- 6.406 The material resources and waste assessment considers the high level potential impacts and significant effects associated with construction and operation of the development.

- 6.407 It is confirmed that the SSBC and Essex County Council planning policy documents referenced in ES Chapter 8 remain current.

Construction

- 6.408 The baseline study indicates that there are likely to be adequate key construction material resources available in Essex, or in the East of England to meet potential demands for the development. At this stage there is limited design information and a lack of information on the quantities of material resources required on which to base a full assessment. The ES chapter states that until the material requirements are known, the impacts cannot be fully assessed, although, potential effects are likely to be able to be appropriately mitigated through the development of management plans. A further assessment, which will benefit from material quantification, is required to confirm these conclusions, and this is secured by planning condition through the preparation of a detailed Construction and Demolition Management Statement. On consideration of the likely wastes to be generated during construction of the development, it is concluded that there is sufficient waste management capacity available, in Essex and the East of England to manage the wastes generated from construction works. The initial cut-fill earthworks balance for the development also indicates that there will be minimal soil waste generated from the scheme following reuse of much of the material for the proposed pitches.

- 6.409 Following the implementation of the detailed Site Waste Management Plan and Demolition and Construction Management Plan and Strategy, the disposal of waste materials, during the construction, is not anticipated to result in significant effects.

Operation

- 6.410 An operational site waste management strategy will be prepared to identify the wastes streams and storage provisions required during the operation of the development, and this is secured by planning condition. The indicative residential population is then expected to be approximately 4,500 and generate approximately 2,250 tonnes of municipal waste/annum, based on the average municipal waste produced by the population of SSBC. Based on the volume of waste storage space required, the commercial waste generated is expected to be approximately 3,250 tonnes/annum. Based on IEMA's guidelines, if it is assumed under worst case scenario that all waste generated by the Fossetts Farm development, is landfilled, then it will result in a 0.21% reduction of the landfill void capacity per annum. The sensitivity of the receptor is considered to be low and the magnitude of the impact of the waste arising from operational activities is considered to be negligible. A planning condition will be secured for a detailed operational site waste management strategy to be completed in order to assess in detail the operational waste estimates.

- 6.411 Subject to conditions, the development is acceptable and policy compliant in respect of refuse and recycling.

Agriculture

- 6.412 The National Planning Policy Framework (NPPF) (2021) includes policy guidance on '*Conserving and Enhancing the Natural Environment*' (Section 15).

Paragraph 174 (criteria a and b) are of relevance to this assessment of agricultural land quality and soils stating that:

“Planning Policies and decisions should contribute to and enhance the natural and local environment by:

a) Protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);

b) Recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.”

- 6.413 Core Strategy Policy CP4 sets out measures to ensure that development proposals contribute to the creation of a high quality, sustainable urban environmental environment which enhances and complements the natural and built assets of Southend.
- 6.414 Core Strategy Policy CP5 seeks to balance the long-term sustainable conservation and use of minerals and soils resources against current and foreseeable viability, community infrastructure and other development needs and opportunities. This is achieved by, inter alia, protecting the best and most versatile agricultural land from irreversible damage where this is consistent with the full range of sustainability considerations, including biodiversity; quality and character of the landscape, amenity value or heritage interest; accessibility to infrastructure, workforce and markets, maintaining viable communities and the protection of natural resources, including soil quality.
- 6.415 The application site has been designated in the Core Strategy as the Fossetts Farm Priority Urban Area (PUA) in policy KP1, to meet the future economic and housing needs of the borough alongside supporting the principle of the relocation of the Club to a new football stadium. Consideration of the value of the agricultural land was therefore considered at that stage and found that the allocation would be acceptable despite any Agricultural Land Classification grading of the land.
- 6.416 Natural England has been consulted by the Council and no significant concerns have been raised by NE regarding the loss of agricultural land. It is proportionate to consider that with the historic detailed survey work for parts of the site, the existing uses and no active uses of other parts, the designation of the site in helping to meet the development needs of the borough in the adopted development plan, that new survey work is not required.
- 6.417 There is no established methodology for assessing the significance of impacts upon agricultural land. The importance of the agricultural resource has been calculated on the basis that national policy now attaches ‘little weight’ to agricultural land in categories 3b, 4 or 5. Furthermore, the threshold for referring applications involving the loss of agricultural land to Defra as set out in the Town & Country Planning (General Procedure Order) 1995 relates to the “...loss of not less than 20 hectares of grades 1, 2, or 3a agricultural land....” (Section 10(1)(w)). This threshold has been incorporated into the methodology.
- 6.418 The former agricultural land at Fossetts Farm falls within the northerly part of the Southend Borough application site and is proposed to be developed for the Stadium itself, along with the apartments and the associated parking and

landscaping. As such, it will represent a permanent and irreversible loss of agricultural land. The construction of Fossetts Way has also segregated agricultural land to the south and permanently lost agricultural land from the construction of the road in this location. It is likely that the extent of segregation and that the land to the south of the road has not been actively farmed and is largely overgrown, will mean that it is not economically viable for any continued agricultural use and is classified as moderate agricultural value. It is also worth noting that the loss of this land was accepted by the planning Inspector in 2008.

- 6.419 The impact upon the small proportion (1.3ha) of Grade 2 (very good) agricultural land within the north-west part of the application site will be minor adverse and permanent. Part of this land will already be lost due to the proposed link road which transects that part of the application site. The impact upon the majority of the former agricultural land (7.2ha) within the application site which is of Grade 3b quality (moderate) will be insignificant.
- 6.420 As there is no mitigation for the permanent loss of agricultural land (as there would be a permanent change of use), this is considered to be a cumulative, adverse effect of constructing the development in agricultural land, in this case Grade 2 (very good) and Grade 3b (moderate) and significant with regard to the national resource of agricultural land.

Wind and Microclimate

- 6.421 The specific modelling approach applied comprises the transient lattice Boltzmann Method (LBM). Given the modest scale of the proposed development, it is considered acceptable, subject to appropriate modelling of the boundary conditions.
- 6.422 The overall assessment methodology is considered to be appropriate. The approach to assessing baseline conditions within the site, construction effects and cumulative effects, is considered appropriate. The target conditions applied are generally appropriate. It is noted that all reported effects on pedestrian safety should be considered to be of major significance.

Construction and Mitigation

- 6.423 The construction phase assessment concludes that conditions for pedestrian wind comfort would range from suitable for sitting to uncomfortable for all uses during the windiest season, with a number of instances of strong winds exceeding the safety threshold. Therefore, mitigation measures would need to be implemented prior to the completion and occupation of the development to protect both construction workers and building users within the initial phases, including scaffolding coverings, hoardings and covered access routes. Following mitigation there will be negligible effects to both construction workers and building users throughout the construction phase.

Operation

- 6.424 Several areas have been assessed for the evaluation of safety and comfort effects and these include thoroughfares, entrances, pedestrian crossings, ground, podium and plaza level amenity for sitting, roof terraces and balconies.
- 6.425 The ES Chapter identifies several exceedances of the safety criteria at podium, roof terrace and balcony levels, albeit in the absence of barrier schemes. No significance is assigned to these effects, but it is recommended that, in the

absence of any justification to the contrary, they should be considered of major adverse significance.

- 6.426 Several thoroughfares (and pedestrian crossings) around the stadium, North Gateway and Fan Plaza are assessed as being too windy for comfortable pedestrian passage. It is agreed that the presented conditions would represent minor to moderate adverse effects.
- 6.427 The assessment applies professional judgement to assess the likely conditions at the set-back entrances to the stadium residences. The reported conditions are likely to be conservative and the minor adverse effect is therefore considered plausible. Although the reported conditions at some of the outline scheme frontages would be too windy for entrances, the revised ES confirms that entrances will only be introduced in areas with suitable conditions. This would represent an acceptable form of mitigation but would potentially impose some design constraints.
- 6.428 Ground and plaza level amenity seating areas are assessed as suitable for recreational uses including outdoor sitting during at least summer. This conclusion of negligible effect, is considered plausible but will depend on the location of seating areas. Four podium level amenity spaces (on the North Gateway, South Gateway, Fan Plaza and Plot S2) are assessed as having areas too windy for sedentary recreational uses. Overall and given the extent of areas affected, it is considered that these would represent minor to moderate adverse effects.
- 6.429 The accessible higher roof terraces (on Plots A1 - A6, A8 and S2) are assessed as having a mixture of sitting, standing and localised walking conditions during summer. The assessed minor adverse significance may be slightly optimistic, and it may be beneficial for the applicant to clarify the assumed uses and suitability of conditions across the roof terraces.
- 6.430 Several areas of balconies (on the stadium residential, North Gateway and South Gateway) are assessed as too windy for sedentary recreational uses in summer. It is agreed that this would represent moderate adverse effects. Remaining balconies have a mix of standing and sitting conditions.

Mitigation

- 6.431 Proposed mitigation measures for the completed development mainly comprise of trees and tall shrub planting (up to 1.5m in height) included in the illustrative landscaping scheme, and purposeful locating of seating secured by condition. It should be noted that the reported conditions are likely to be conservative and the existing mature surrounding trees are expected to help alleviate wind conditions within the site.
- 6.432 Balustrades on balconies and roof terraces of up to 1.5m in height are also highlighted, but these features do not appear to have been included in the detailed designs submitted for approval, hence they will be addressed by further modelling studies to develop and verify the effectiveness of mitigation measures. This is to be secured by appropriate planning condition.
- 6.433 With implementation of mitigation measures the expected residual effects are all assessed as negligible. For the scale of the proposed development this could be plausible.

14) Delivery Strategy

- 6.434 Following legal advice SSBC has sought additional information pertaining to the funding and delivery of the Fossetts Farm scheme, together with the related Roots Hall redevelopment (19/01985/FULM) and Training Ground application – Land north of Smithers Close submitted to Rochford District Council (17/00436/FUL). The Delivery Strategy, dated 30th September 2021 is appended to this report (Appendix 9), with main points summarised below:
- 6.435 Thames Plaza Plc is the developing entity for the outline residential units at Fossetts Farm which are subject to an Agreement for Lease (AFL) with SSBC, i.e. Blocks A1, A2, A3, A4, A5, A6, A7 and A7, comprising c.850 residential units. Both the Land Payment and the development costs will be funded by an institutional investor (Fund) while the development has been suitably de-risked through the SSBC AFL.
- 6.436 Roots Hall Limited (RHL), is the developing entity for the new Stadium, which is anticipated to initially be funded by Homes England. Repayment of Homes England funding will be secured through the sale of residential parcels. RHL has entered into an AFL with SUFC over the first phase of the new Stadium, which obligates RHL to develop the Stadium Phase 1, which includes the south, east and west stands and match day car park, and is subject to RHL securing funding for the construction. RHL will grant a 20 year lease to SUFC over the stadium and grant rights to use the match day car park in RDC once practically complete. RHL has also entered into an AFL with SUFC over the new training ground which obligates RHL to develop the four new pitches and the players car park, and is subject to RHL securing funding for the construction. RHL will grant a 20 year lease to SUFC over the over the new pitches and players car park once practically complete. It should be noted that the commitment of SUFC to take on the leases is not enforceable by the Council as Local Planning Authority.
- 6.437 RHL has entered into an AFL with SSBC over the whole of Roots Hall, comprising c.502 residential units. The Council will be obligated to lease the residential units at Roots Hall following practical completion of the scheme.
- 6.438 The project will be enabled through discrete funding agreements as follows:
- A loan from Homes England – to fund “Infrastructure and Stadium Works”
 - The sale of Fossetts Farm residential Phase 1 (the residential land at Fossetts Farm that is subject to the Council AFL) under a forward funding agreement.
 - The sale of Roots Hall under a forward funding agreement.
- 6.439 It is anticipated that Homes England will, initially, advance RHL a loan facility of c.£30m. The Homes England loan will be used to fund the following “enabling works” that accelerate and unlock the delivery of the residential at both Fossetts Farm and Roots Hall:
- Sitewide utilities at Fossetts Farm.
 - New training ground at Fossetts Farm (comprising four playing pitches, players’ car park and temporary Clubhouse”).
 - On-going professional fees relating to the delivery of the developments.

- Repay existing loans secured against the site to enable Homes England to take a first charge.
 - The development cost of Stadium Phase 1.
- 6.440 The Homes England loan will enable the building of the new training facilities, the SUFC relocation to them and the vacating of the current grounds. This will be followed by the signing of the build contract for the new Stadium Phase 1 and immediately after the build contract for the Fossetts Farm outline residential which is subject to the AFL. This will in turn release the Land Payment towards the residential land by the Fund. Therefore, the Homes England loan provides for the ability to recycle the proceeds from residential land sales to be reinvested into the development cost of Stadium Phase 1. Any proceeds that are recycled are swept into a Recycling Account over which Homes England have security. The remaining outstanding loan to HE will be repaid through the sale of residential land at Roots Hall.
- 6.441 There will be a limit specifying that development shall not commence on any more than 850 residential dwellings until Stadium Phase 1 is practically complete and operational for the hosting of professional football matches. This means that over 55% of the residential units at Fossetts Farm cannot be delivered until the Stadium Phase 1 is complete, meaning that there is a strong commercial incentive to deliver the Stadium Phase 1 as soon as possible.
- 6.442 It is considered that the Delivery Strategy presents greater clarity in understanding the funding and phasing of the scheme. The offer of funding support from Homes England is considered to increase the likelihood of delivery of both phase 2 of the stadium and the replacement training pitches as well as housing which can then be afforded significant weight in the determination of the scheme. This is because the proposed delivery strategy will enable the scheme and ensure the delivery of a significant amount of housing within the Borough at Fossetts Farm and through the redevelopment of the Roots Hall site.

15) Green Belt Impact and Very Special Circumstances

- 6.443 Currently, the hybrid application boundary contains land located within designated Green Belt (KP2, CP4, CP7), as per the Development Management Policies Map (2015). The two Soccer Domes and part of the outline residential development (blocks S1, S2, A7.1 and parts of blocks A5, A6, A8.1 and A8.2) are the elements which fall within Green Belt land, as indicated in Figure 2.1 and Appendix 7.
- 6.444 The area of Green Belt affected by the development is isolated from the main area of Green Belt in both Southend and Rochford. The Southend Local Plan (1994) originally identified all land at Fossetts Farm as Green Belt. It was effectively “left over” when the 2nd Alteration to the Local Plan only removed land from the Green Belt that had been subject to the successful High Court Challenge. As there has not been a comprehensive Green Belt Review completed since it has not been possible to amend the boundaries. The 2020 review as part of the ongoing Local Plan preparation has not yet been finalised.
- 6.445 The Inspector for the previous application 06/01300/FUL stated “*I share the view expressed by both the applicant and the Borough Council that the position that has been created is anomalous. I consider that it is out of line with the general principles of planning for the Green Belt and with the purposes of including land*”

in the Green Belt as set out in PPG2. It is a situation that has come into being because of the particular history of plan making in this locality.” However, the land remains Green Belt and the proposal needs to be considered in that context.

- 6.446 The designation of Fossetts Farm as a Priority Urban Area is included in the Core Strategy (2007) and the principle of relocation of the SUFC Stadium to Fossetts Farm is specifically supported within Policy KP1. In the Inspector’s Report of Examination of the Core Strategy (2006), it is stated that “*the only area of open land not in the Green Belt is at Fossetts Farm which, in the Second Alteration to the adopted Local Plan was safeguarded for possible future development requirements, including for employment, a crematorium/cemetery extension and a football stadium.*” Nonetheless, the Council’s adopted 2015 DPD and the accompanying Policy Map did not remove the land from the Green Belt.
- 6.447 The current stadium at Roots Hall has a number of deficiencies which include the restricted views in many parts of the ground from columns and rows, players’ and officials’ changing room facilities being substandard and in poor condition and disabled seating capacity being below accepted standards. The ability to expand capacity at the existing site at Roots Hall is limited by the site’s small footprint, the built-up area surrounding it and its residential character. Therefore, the current site poses a significant limitation to the Club’s ability to expand.
- 6.448 Before SSBC had allocated Fossetts Farm as a Priority Urban Area with specific support to the relocation of the SUFC Stadium, the Inspector who oversaw the public inquiry into the issues surrounding the site for the Local Plan Second Alteration (adopted March 1999), recommended that further work be undertaken in order to establish whether any better alternatives exist, and that the search for a suitable site should not be restricted to Southend.
- 6.449 An appraisal of sites in and around Southend by a Southend-on-Sea Borough Council working group in September 1997 identified fourteen sites for consideration. The sites were assessed against criteria including location, size, constraints, accessibility and compatibility.
- 6.450 Five sites were recognised as having the potential for the proposed Stadium development and were subsequently assessed by Donaldson’s (July 2000) as part of the environmental impact assessment process that informed the submission of the previous planning application for a 16,000 seater stadium on land further east of the current application site in 2000. The appraisal discounted the potential sites for a new stadium for several reasons including nature conservation interest, adjoining residential areas, incompatible location and limited accessibility, amongst other reasons.
- 6.451 Only the 40 hectares of land at Fossetts Farm, located to the east of Sutton Road and north of Eastern Avenue, was considered capable of accommodating the Stadium and the supporting infrastructure.
- 6.452 An Issues and Options Consultation on the SSBC Local Plan was undertaken between February and April 2019 and a consultation on Refining the Plan Options took place in Q3 2021. The development of land at Fossetts Farm is

identified as a potential strategic area for development and a review of the Green Belt is proposed. As part of this, a Green Belt Study has been prepared by LUC (Feb 2020). This examined all parcels of Green Belt in the Borough (and Rochford). It concludes that Parcel P66 (the area in the current proposal) performed poorly in all aspects except Urban Regeneration (for which all parcels received an equal ranking). Whilst it is noted that the Green Belt boundary is being reviewed, this can only happen via a revised Local Plan and so will inevitably come forward after a decision is taken on the Fossetts Farm application and minimal weight can be given to it.

- 6.453 While elements of the proposed development have been argued to constitute appropriate uses within the Green Belt in isolation, notably providing opportunities for outdoor sports which preserve the openness of the Green Belt, there remain areas of development considered to constitute 'inappropriate development' in the Green Belt, as defined in Paragraph 147 of the NPPF, and therefore 'Very Special Circumstances' should be considered for all elements of inappropriate development in the Green Belt. These elements of the development which fall within the Green Belt are shown in Figure 2.1 and explained in the accompanying text.
- 6.454 "*Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances*". Paragraph 148 continues that "*When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very Special Circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations*" (para 148). For clarity, consideration of whether or not 'Very Special Circumstances' exist which clearly outweigh the negative impact should include consideration of "any other harm" beyond just harm to the Green Belt.
- 6.455 The 'by definition' harm caused by inappropriate development in the Green Belt (as outlined above) is given substantial weight.
- 6.456 Policies KP1 and CP4 also stipulate the importance of "*maintaining the open character of the Green Belt.*"
- 6.457 Redhill Aerodrome Ltd v Secretary of State for Communities and Local Government [2014] EWCA Civ 1386, sets out the position that all the benefits of the scheme must be weighed against all the harm (i.e. not just harm to the green belt) in ascertaining whether very special circumstances exist. This was also confirmed in Brown v Ealing LBC where the Court of Appeal considered a site which had been used by members of the public since the 1960s for sport and recreation. The proposed development was for the demolition of the existing buildings and the construction of a training and academy facility for Queens Park Rangers, including an indoor hall, outdoor pitches and community facilities on Metropolitan Open Land. The Court of Appeal considered how Very Special Circumstances (VSC) should be assessed, stating:
- (a) "*The essence of the exercise involved in a "very special circumstances" balance is that no planning harm should be left out of account, nor should any planning benefit. The error to be avoided is to take into account only the harm to*

Metropolitan Open Land (or Green Belt) and to set this less than complete evaluation of harm against the whole range of planning benefits promised by the scheme”.

6.458 As this application was submitted before 21 April 2021, it is subject to Circular 02/09: The Town and Country Planning (Consultation) (England) Direction 2009 (which has been revoked and replaced for applications submitted subsequently). Pursuant to the Circular, the Council is required to refer this application to the Secretary of State as it includes Green Belt development of more than 1,000 square metres.

6.459 The following paragraphs represent the assessment of impacts and potential harm of the proposed development as having a positive, negative or neutral effect and will be weighed in the planning balance to determine this application.

Housing numbers mix, type and standards

6.460 The proposed development (up to 1,461 homes, including up to 1,021 open market and up to 439 affordable homes) will accommodate a range of dwellings on the site, including flats and duplex/maisonettes and will broaden the housing mix within the site and improve housing choices for the community. It is considered that the development will satisfy all the minimum requirements of the Nationally Described Space Standards, meet the requirements of Policy DM8 and deliver a substantial improvement in residential quality for residents.

6.461 As outlined above, the HDT 2020 shows the housing delivery rate falling to 36% for Southend. As part of a recent appeal decision (APP/D1590/X/18/3219061, with evidence provided in April 2021) it was common ground that Southend was only able to demonstrate a 2.55 year housing land supply of deliverable housing sites. Footnote 8 of the NPPF (to Paragraph 11d) states that for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years then the presumption in favour of sustainable development should apply subject to 11 di) not being engaged. Both of these cases, one a measure of historic housing delivery and the other an indication of future supply, apply to Southend and therefore in the determination of the proposed development.

6.462 The provision of a substantial number of good quality homes, especially when considered in the context of under delivery of housing against identified housing need and the most recent Housing Delivery Test results, which invoke footnote 8 in para 11 of the NPPF, gives rise to the presumption in favour of sustainable development. In terms of the weight to the housing land supply situation, it is considered that the greater the shortfall the greater the weight should be placed on this benefit. This is a positive impact which is afforded significant weight.

6.463 In addition to the delivery of housing, the mix and number of affordable homes at a policy compliant level has been agreed in consultation with the SSBC Housing Team and the rental levels for the affordable rented homes will be in accordance with Southend-on-Sea Local Housing Allowance Rates. This is also considered to be a positive impact of the scheme which will meet identified housing needs in the local area.

- 6.464 The outline residential units at Fossetts Farm which are subject to an Agreement for Lease (AFL) with SSBC, i.e. Blocks A1, A2, A3, A4, A5, A6, A7 and A7, and comprise c.850 residential units, are backed by the funding and delivery arrangements outlined in Section 14 Delivery Strategy which gives confidence in the delivery of housing and enabling infrastructure including community infrastructure. At the same time, their development has been suitably de-risked through the SSBC AFL.

Transport and Parking

- 6.465 During the construction phase of the development, there will be an adverse effect on the surrounding highway network. A Demolition and Construction Management Plan and Strategy will be secured by planning condition for approval prior to the commencement of demolition and construction on-site to minimise this impact.
- 6.466 During the completed operational phase, the proposed development will add additional trips to the surrounding highway network. The impact of this will be mitigated through highway enhancement works at identified junctions and signal timings. It is considered that the proposed highway works will not harmfully impact upon highway safety, with the traffic generated from the development will be able to be successfully accommodated on the highway network once secured mitigation is provided. This is an overall neutral impact, although it is noted there may be instances of temporary and minor harm experienced during the construction stage.
- 6.467 The new residents will be encouraged and provided with incentives to reduce their dependence on the private car, to increase their use of more sustainable modes of travel, such as bicycles and public transport, and to walk. This will be achieved through site-wide pedestrian and cyclist permeability and connectivity improvements, enhanced pedestrian crossings with the surrounding road network, safeguarded direct connection to Waitrose to the east of the site, links into local cycle routes enhanced bus services and new bus stops in the vicinity of the site. A Travel Plan will be secured by planning condition to ensure this is achieved.
- 6.468 To address match and other event days increased demand for rail and bus travel, the applicant will increase bus service frequency before and after matches/events, negotiate with the train operating company to ensure train frequency and provide express shuttle bus services to transfer supporters between the stadium and Southend Central. With respect to traffic flows and highways, enhanced signal timings will be implemented to mitigate impact on matchdays. The applicant is also proposing the provision of high frequency event day coaches from key residential locations within the fan catchment area. This is a neutral impact.
- 6.469 The applicant has committed to providing 0.78 car parking spaces per dwelling, including accessible spaces. This accords with the analysis of car ownership in the local area which demonstrates that on average 30% of households do not have access to a vehicle. Cycle and motorcycle parking spaces are proposed in accordance with Southend Borough Council parking standards. Electric Vehicle Charging Points, equating to 20% active charging provision with passive provision made for the remaining spaces, are proposed. This is a neutral impact.

Impact on Openness, Landscape and Visual Amenity

- 6.460 The NPPF outlines that “The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence”.
- 6.461 The impact of the proposals on the “essential characteristic” of the openness of the existing Green Belt is relevant to the proposed site, further to the loss of Green Belt land itself.
- 6.462 Consideration of the impact on openness is not a volumetric approach, such that it relates to the scale of loss of Green Belt only. Instead consideration of openness should also consider how ‘built up’ the Green Belt in question is now compared to how ‘built up’ it would be if development occurs (spatial openness) and include factors relevant to the visual impact on the aspect of openness (Visual openness) which the Green Belt currently possesses. Given the visual dimension, there is a potential for overlap in appraising the effects on openness and the potential for impact on the current landscape and its character. Case law is clear these considerations should be separate exercises, which are therefore outlined as such below.
- 6.463 The Council has commissioned a Green Belt Study prepared by LUC (Feb 2020). This examined the areas of Green Belt relevant to the proposed development and stated that they performed poorly in all aspects except Urban Regeneration (for which all parcels received an equal ranking). Under the Stage 2 assessment, the report stated that Assessment Area AA122 makes a weak contribution to all Green Belt purposes due to the fact that it is isolated within the urban area of Southend-on-Sea and has a limited relationship with the wider Green Belt. The parcel is therefore considered to be a pocket of Green Belt adjacent to the existing urban edge that makes a weak contribution to the majority of the Green Belt purposes.
- 6.464 Notwithstanding the potential for some of the existing uses to be considered appropriate development within the Green Belt, the parcel is currently subject to a number of urbanising influences, notably in the form of Fossetts Way and neighbouring commercial uses, which reduce the current sense of openness and is therefore considered to reduce the potential effects of the proposals on the openness of the surrounding Green Belt.
- 6.465 By comparison with the existing site, the proposed development would however introduce additional built development (which are considered by their nature to affect the existing sense of openness), resulting in a permanent encroachment of built form across a larger area of the site than currently. The proposals, larger in scale and mass than the current uses on site, will therefore impact permanently on the current openness of the Green Belt and the current character of the site. Whilst the Green Belt in question is considered to perform weakly, which mitigates the impact to a certain degree, it is considered that the proposals will result in a further residual impact on the Green Belt and is therefore a negative impact.
- 6.466 The following represents a summary of the potential for landscape and visual amenity impacts outlined above.

- 6.467 During construction, there will be a minor adverse effect on landscape and visual amenity, although this will be a temporary impact.
- 6.468 Overall and over time, there will be a substantial net gain in both the number and quality of trees and hedgerows on the site.
- 6.469 At completion, the landscape and visual impact on the Scheduled Monument is assessed as a moderate adverse change to the boundary area and a large-scale positive change to the internal landscape. Overall, the impact is positive.
- 6.470 For the Crematorium and Memorial Gardens the change in the setting would be apparent from the Stadium side of the retained conifer hedge and less significant as experienced from the internal memorial gardens.
- 6.471 As an extensive new mixed development, serving a range of functions and users, the Stadium and the associated residential developments will be seen as a very positive focus for regeneration on the north side of the town. Coupled with new and positively managed areas of green space the scheme will bring a positive change to the area of existing urban fringe.
- 6.472 The visual impact of the development on the residential properties, the road network and nearby open space and recreational spaces is considered to be minor or moderate adverse.
- 6.473 Overall, despite the proposed development's minor positive impact on the physical landscape and character of the urban fringe of Southend, including the creation of a new neighbourhood and Stadium complex as a focal point, it results in moderate negative impacts on the neighbouring Crematorium and Memorial Gardens, Jones Memorial Recreation Ground and residential properties, which in character terms, balance against its positive impact.

Archaeology and Cultural Heritage

- 6.474 There is a possibility that archaeological remains may be found within the site, which will be adversely affected by construction. This will be mitigated through an Archaeological Watching Brief, secured by condition. This will primarily be a programme of recording and analysis and details of any measures should any archaeological finds be discovered. This is a neutral impact.
- 6.475 Paragraph 194 of the NPPF outlines that heritage significance derives not only from a heritage asset's physical presence, but also from its setting. The proposed development will be a dramatic change to the setting of the Scheduled Monument. However, its heritage significance is mainly derived by its archaeological evidential value, while its setting only has limited contribution to its heritage significance. Its archaeological evidential value will be unaffected by the proposed development and overall, this is considered to be a less than substantial harmful effect and negative impact of the proposals.
- 6.476 In order to mitigate this and better reveal and enhance the overall significance of the asset, a Scheduled Monument Management Plan is proposed to be adopted in order to improve the conditions of its protection and its legibility and will be secured by condition. The Management Plan would result in significant

improvements to the scheduled monument and is considered to be an overall positive impact. In line with paragraph 202 of the NPPF, it is considered that the less than substantial harm caused by the proposed development on the Scheduled Monument is outweighed by the public benefits of the proposal. As a result, paragraph 11d)l is not engaged.

Social infrastructure and employment generating uses

- 6.477 The proposed development is expected to create additional full time jobs during its construction and operation.
- 6.478 The Economic benefits arising from the proposals primarily relate to direct and indirect jobs created by the development and the longer-term boost to local spending power, some of which would be temporary and short term, but others would be longer lasting and permanent. As outlined in Section 6.10, during the demolition and construction phase, the development will generate 148 new FTE construction jobs per annum over the 7-year construction period and 515 net additional direct new jobs at the Stadium, hotel and conference facilities after its completion.
- 6.479 These benefits are further enhanced through the employment and skills-related obligations attached to the permission. As a result, the inherent provision of employment generating opportunities and wider contributions towards the training of, and retention of jobs for, local residents, secured through the Section 106 is considered to have a significant lasting long term positive impact.
- 6.480 The development will generate new demand for places in primary and secondary schools in the vicinity of the site, but this impact will be mitigated through appropriate CIL payments and S106 contributions. This is a neutral impact.
- 6.481 The additional residents generated through the significant amount of new housing in the site will have an impact on the demand for local open spaces and children's play space. While the development provides a level of open space and play space on site, it is not considered adequate to fully meet this new demand. This impact will be mitigated to a certain extent by being addressed in the conditioned Major Event Day Management Plan, to litter pick the park and empty litter bins within the park and public domain and maintain the quality of the spaces provided.
- 6.482 The proposed new car park to serve Jones' Memorial Ground provides an acceptable replacement.
- 6.483 In addition, the Council's Parks team requires contribution to enhance the play value and equipment available at the playground, secured by S106 contributions.
- 6.484 Through the conditioned Scheduled Monument Management Plan, Prittlewell Camp will be managed and maintained as amenity space for use by the new residents and the wider community whilst protecting its ecological value. This is

considered to be a positive impact of the scheme, separately to the positive impacts arising from improving the protection and legibility of the heritage asset.

- 6.485 Beyond CIL the development makes no direct financial contributions towards the enhancement of off-site sport and leisure facilities. This is considered to be a potential negative impact in isolation however it is considered that the development as a whole will contribute substantial sporting benefit to the local area through provision of the Stadium and Community Dome in lieu of contributions. Sport has been stressed by both the NPPF (para 98) and Sport England Guidance as of great importance to the health and wellbeing of communities and is overall considered to be a benefit of the proposed scheme. It should be noted that the proposals will provide a significant contribution via CIL (currently estimated in Section 7 and subject to confirmation), which could be used to fund identified schemes from the Infrastructure Funding Statement.

Ecology

- 6.486 The majority of existing habitats on site will be lost to development. In mitigation for these new areas of amenity grassland, wildflower grassland, tree planting, new hedges and landscaping are proposed and secured by planning condition.
- 6.487 The proposed development will be secured by planning condition to undertake further baseline surveys and achieve a 10% net gain in biodiversity for habitats. This is a positive aspect of the development, although this is given little weight in determination given a net gain is required in the NPPF (paragraph 174d) and is overall a moderate positive. .
- 6.488 The proposed development, absent mitigation, is considered to have the potential for recreational impact on important sites for nature conservation, including those designated as of European / International interest. This effect will be mitigated by an Essex Coast RAMS contribution secured by planning obligation and is outlined further in the relevant section above. This is a neutral impact and inline with paragraphs 181 and 182 of the NPPF; therefore paragraph 11d)l is not engaged

Noise

- 6.489 During the construction of the proposed development, there will be noise impacts when activities are located at the closest points to receptors. A Demolition and Construction Management Plan and Strategy will be secured by planning condition to minimise the impact of noise during construction.
- 6.490 The neighbouring sites will experience short term noise level increases during football matches, while for concerts noise levels will readily comply with the 75dBA noise limit for up to three events per year as set out in the guidelines. Both football matches and events will not take place during Crematorium and Garden of Remembrance hours and an acoustic barrier will be constructed to minimise noise from vehicles, pedestrians and the use of the dome pitch facilities. Traffic noise impacts including on match/event days are considered to be insignificant.

- 6.491 The hotel and residential dwellings within the Stadium will receive the highest noise levels from matches and events at the Stadium. This impact will be appropriately mitigated through sound insulation measure secured by planning condition. The final glazing/ ventilation specification will be refined in conjunction with the ventilation strategy for the residential buildings during the detailed design stage. The nature of permitted events will also be controlled by the required Framework Major Event Management Plan which will include necessary information an event is required to provide ahead of holding an event on site. This is a neutral impact.

Air Quality

- 6.492 During construction there is a high risk of dust soiling and health effects for nearby sensitive receptors. However, mitigation measures have been recommended in line with best practice for a 'High Risk' site and, when implemented as part of the Demolition and Construction Management Plan and Strategy are expected to result in negligible impacts from dust. This is a neutral impact.
- 6.493 There are no significant effects anticipated from operational traffic as a result of the development. Regarding the operational energy plant emissions, the natural gas fired boilers would be required to meet a low NO_x standard as well as follow best practice flue heights and location for the dispersion of emissions. Once the energy strategy is confirmed for the outline area, an additional assessment of any potential impacts on the air quality testing will be conditioned. This is a neutral impact.

Agriculture

- 6.494 The proposed development will result in the permanent and irreversible loss of 1.3ha of grade 2 (very good) and 7.2ha of grade 3b (moderate) agricultural land. There is no practical mitigation for the loss of the grade 2 agricultural land, as its attributes cannot be effectively translocated or manufactured. This effect must be considered in the planning balance. However, the soil resource associated with the agricultural land can be retained for beneficial use, and the topsoil removed from this area during construction will be retained for use elsewhere within the site (e.g. proposed landscape areas). This is a negative impact and is given moderate weight in determination because of the comparatively little quantum of Best and Most Versatile (BMV) land lost and the proposed mitigation contained with the Environmental Statement. Furthermore, the application site has been designated in the Core Strategy as the Fossetts Farm Priority Urban Area (PUA) supporting the principle of the relocation of the Club to a new football stadium. Consideration of the value of the agricultural land was therefore considered at that stage. The proposed development is therefore considered to be consistent with footnote 58 of the NPPF which states that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality. Whilst protected under paragraph 174b of the NPPF, the loss of agricultural land is not considered to provide a clear reason for refusing the development as outlined in footnote 7 of the NPPF and as a result, paragraph 11d)I is not engaged.

Hydrology, Drainage and Ground Conditions

- 6.495 Subject to the implementation of mitigation measures, no residual effects on the surface water were found and the effects on groundwater were determined to be minor. This is a neutral impact.

Wind and Microclimate

- 6.496 The assessment has identified several minor or moderate adverse impacts of the development on pedestrian comfort, which will be addressed by appropriate mitigation measures and secured by planning condition. This is a neutral impact.

Very Special Circumstances

- 6.497 The relocation of the SUFC Stadium is rooted in the need for an up-to-date Stadium complex, in order to improve its viability as a business operation and retain and enhance its important socio-economic contribution to the local area. To secure the long-term prospects of SUFC, the Club is in need of an increased capacity and contemporary Stadium, which the current Roots Hall site cannot accommodate. It has been demonstrated through extensive search that the Fossetts Farm site is the most appropriate to house this development, with a number of other sites assessed and excluded on the basis they are not suitable, feasible or available. This relocation is supported in principle by the 2007 Core Strategy Policy KP1, and the designation of the Fossetts Farm site as the relocation site.

- 6.498 A significant upgrade to the SUFC Stadium facilities is proposed by this application, which may eventually lead to a doubling of the Stadium's capacity for its followers (21,000 seats), improve SUFC's facilities and will establish a new on-site Academy Dome and building, enabling the Club to attract new talent. These vastly enhanced sports facilities will increase SUFC's standing in the community and foster local pride for the team, boosting its long-term cultural and sporting association with Southend, contributing to its identity and distinction. The Homes England loan opportunity offers in prospect the best chance to secure a new stadium and provides for the ability to recycle the proceeds from residential land sales to be reinvested into the development cost of Stadium Phase 1.

- 6.499 The development includes the creation of a Community Dome with indoor 3G football pitches (FIFA Quality Concept for Football Turf) and onsite changing and teaching facilities. Thanks to its indoor provision, the Dome will be able to be used all year round and is conveniently located in very close proximity to the proposed homes and the existing residential community, maximising its community potential. The Community Dome will be used and managed by SUCET for the Club's programmes and for wider community use. A Community Use Agreement will be prepared to set out the community use programmes for the future and will be secured by condition prior to occupation of the outline residential element.

- 6.500 SUCET runs the Club's charitable community and education programmes. SUCET's work falls broadly into Sports Participation, Health and Wellbeing, Education and Training and Community Cohesion and extensively involves people from deprived areas. Currently the trust operates in three classrooms at

Roots Hall Stadium which have limited capacity and are outdated. The proposed development will enable SUCET to operate in increased capacity within its new 890sqm centre and the new Community Dome, with potential to use certain parts of the new Stadium, leading to a vast improvement in the availability and quality of facilities enabling an expanded engagement programme subject to a Community Use Agreement. This will lead to a further engagement of approximately 8,000 people and a number of new and expanded wellbeing programmes (representing an approximate 20-fold increase in participants) facilitated by the development.

- 6.501 The proposed development also includes specific Community Commitments and the provision of a Community Fund (secured by obligations and managed through condition), which aim to benefit the new residents of the development and the wider community. Initiatives that will benefit the wider community include potential for the organisation of community and social events, the financial support of local projects, the creation of workshops for creative production within the Stadium and the establishment of a public space committee. A steering group will be created, of which the Council will form part, with the potential for joint initiatives and/or use of the facilities for the Council's initiatives and will be secured by obligation prior to occupation of the outline residential element.
- 6.502 The relocation of the Stadium from Roots Hall to Fossetts Farm will also release the Roots Hall site for regeneration which will potentially deliver 502 new homes to Southend in a central, well-connected location. Subject to a separate approval, the Roots Hall site will be regenerated as a new high quality residential neighbourhood, with new homes to meet a range of needs and new high quality public and private open spaces. As a result, it will attract new residents to the area who will contribute to the local economy, through new spend, business and potentially investment etc. into the Borough.
- 6.503 Taking into consideration the assessment of impacts and resulting harm from the development as presented in this Section of the report, the residual effects can be summarised as follows:

Table 6.17 Development 'any other harm' Assessment Summary

Planning Appraisal Topic	Summary of Assessment	Overall Impact
Housing numbers, mix, type and standards	Significant positive impact in terms of additional housing units, policy compliant affordable housing and tenure, appropriate housing mix and policy compliant housing standards.	SIGNIFICANT POSITIVE
Transport and Parking	Temporary negative impact during construction; neutral impact on the highway network and highway safety; positive impact on pedestrian and cycling movement and bus services;	NEUTRAL

	neutral impact on match/events days on the highway network and public transport; neutral impact on parking.	
Landscape and Visual Amenity	Temporary negative impact during construction; residual impact on the openness of the Green Belt; positive impact on increased site vegetation; neutral impact on the Scheduled Monument; negative impact on the Crematorium and memorial gardens; positive impact on townscape; negative visual impact on residential, road network and open spaces.	MODERATE NEGATIVE
Archaeology and Cultural Heritage	Despite the design adjustments, the setting of the Scheduled Monument will be adversely impacted.	MODERATE NEGATIVE
	The Management Plan would result in significant improvements to the scheduled monument and by better revealing it and enhancing its significance.	SIGNIFICANT POSITIVE
Social infrastructure	Significant positive impact on employment; neutral impact on schools; negative impact on open spaces and play space; positive impact on sports and leisure facilities.	POSITIVE
Ecology	Neutral impact on sites designated as of European / International interest; negative impact on local populations for bats and nesting birds; overall Biodiversity Net Gain.	MODERATE POSITIVE
Noise	Temporary negative impact during construction; neutral impact on neighbouring sites; neutral impact on proposed dwellings in the Stadium.	NEUTRAL
Air Quality	Neutral impact of dust during construction; neutral impact from traffic and energy plant.	NEUTRAL
Agriculture	Negative impact from the loss of agricultural land.	MODERATE NEGATIVE
Hydrology, Drainage and Ground Conditions	Neutral impact on surface water drainage; neutral impact on groundwater.	NEUTRAL
Wind and Microclimate	Neutral impact on pedestrian comfort.	NEUTRAL

Public and community benefit	Significant positive impact given the substantial increase in community and sporting benefits facilitated by the proposed development; negative impacts as a result of the loss of protected green space.	SIGNIFICANT POSITIVE
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Judgment of Very Special Circumstances Case

6.504 The ‘very special circumstances’ for the proposed development can be summarised as follows:

- A compelling need for the development, including the delivery of modern, attractive, community stadium facilities which will help secure the long-term prospects of SUFC (and by extension its long-term cultural and sporting association with Southend) through improved facilities;
- The lack of any alternative ‘brownfield’ sites that are suitable, feasible and available to deliver the new stadium; and
- The significant benefits which derive to the local community as a result of the major ‘step change’ in community activity and programmes that can be secured through the development and space with the new stadium;
- the provision of the Community Dome and associated facilities;
- The ability to deliver significant new housing, including significant new affordable housing for the Borough both on this site and the Roots Hall site, in response to acute housing need locally and;
- The redevelopment facilitated at Roots Hall, which not only delivers new housing, but the rejuvenation of a significant area within the Borough.

6.505 To avoid and minimise additional harm beyond the ‘by definition’ harm of allowing inappropriate development in the Green Belt (which is given substantial weight), mitigation has been secured to achieve a neutral impact on a number of factors. This includes: ; improvements to the surrounding transport network and the inclusion of measures to encourage the use of public transport and active mode travel; measures to reduce landscape and ecological impact, notably through increased replacement tree and hedgerow cover and a requirement to achieve biodiversity net gain; inclusion of a package of works and planning obligations to reinforce social and supporting infrastructure capacity; and discipline specific measures to protect residential amenity, notably in relation to noise, air quality, wind and microclimate.

6.506 Account has been taken of the impacts of the development, including the loss of best and most versatile (BMV) agricultural land and protected green space, the landscape impact and change to the existing setting of nearby receptors, the less than substantial harm to the Scheduled Monument (mitigated through sensitive design interventions and the Monument Management Plan) and the impact to the openness of and the direct loss of Green Belt land which has been considered and weighed in the planning balance.

- 6.507 Weighing all these factors in the balance, it is considered that overall, the benefits of the scheme strongly outweigh the 'by definition' harm, the residual harm (after mitigation) to the Green Belt and the 'any other' harms (again after mitigation) that are judged to derive from the proposal. It is considered that there are no other areas of demonstrable harm that would be sufficient to warrant refusal of the scheme in light of the highlighted substantial benefits and as such 'Very Special Circumstances' are considered to exist.. There is therefore no reason found in Green Belt policy which provides a clear reason for refusing the development proposed (in line with Footnote 7 of the NPPF) and thus NPPF Paragraph 11 d i) is not invoked.

7.0 Community Infrastructure Levy Charging Schedule (CIL) (2015)

- 7.1 This application is CIL liable and there will be a CIL charge payable. With the proposals providing a net increase in floorspace over 100sqm, it is liable for the Community Infrastructure Levy. The amount charged for the development will be calculated in accordance with Regulation 40 of the CIL Regulations 2010, with all charges based on the gross internal floorspace area created (with potential deductions that meet the criteria for existing floorspace to be either retained or demolished).
- 7.2 In accordance with Section 70 of the Town and Country Planning Act 1990 (as amended by Section 143 of the Localism Act 2011) and Section 155 of the Housing and Planning Act 2016, CIL is being reported as a material 'local finance consideration' for the purpose of planning decisions.
- 7.3 Where a planning permission is phased, each phase of the development is treated as if it were a separate chargeable development for CIL purposes and CIL will be calculated when detailed reserved matters are submitted for each phase. In addition, each phase may benefit from any instalment policy that may be in force i.e. CIL will be payable in instalments.
- 7.4 The Council's current CIL charges taking into account indexation, will attract a rate of £25.62/sqm for residential uses in this location (Zone 1) £12.81/sqm for all other uses. Based on information provided to date and 2021 CIL rates, the proposed development includes a total gross internal area of 215,070.70sqm and, if 1,280sqm is deducted from the chargeable area for demolished floorspace, this equates to an initial CIL charge estimate of £4,674,489.41 before any relief/exemption. If Social Housing Relief is applied for and granted in relation to 30% Affordable Housing, it is estimated that CIL payable would reduce to £3,512,991.09. These estimates are subject to confirmation.

8.0 Planning Obligations and Conditions

Planning Obligations

- 8.1 Regulation 122 of the Community Infrastructure Regulations 2010 (as amended) requires that a planning obligation may only constitute a reason for granting planning permission for development if the obligation is:
- (a) necessary to make the development acceptable in planning terms;
 - (b) directly related to the development; and
 - (c) fairly and reasonably regulated in scale and kind to the development.
- 8.2 Paragraph 57 of the NPPF reflects the CIL Regulation 122 provisions.
- 8.3 Core strategy policy KP3 requires that:
- "In order to help the delivery of the Plans provisions the Borough will:*
- 2. Enter into planning obligations with developers to ensure the provision of infrastructure and transportation measures required as a consequence of the development proposed. This includes provisions such as:*
- (a) roads, sewers, servicing facilities and car parking;*
 - (b) improvements to cycling, walking and passenger transport facilities and services;*
 - (c) off-site flood protection or mitigation measures including sustainable drainage systems (SUDS);*
 - (d) affordable housing;*
 - (e) education facilities;*
 - (f) open space, "green grid", recreational, sport or other community development and environmental enhancements, including the provision of public art where appropriate;*
 - (g) any other works, measures or actions required as a consequence of the proposed development; and*
 - (h) appropriate on-going maintenance requirements."*
- 8.4 The Heads of Terms for the proposed section 106 agreement as detailed in Appendix 3 are considered to meet the requirements of CIL Regulation 122 and are in accordance with core strategy policy KP3. Accordingly, the Council is satisfied that the planning obligations sought constitute a reason for granting planning permission for the development.
- 8.5 Part of the freehold of the site is owned by Southend Borough Council. As the Council cannot contract with itself as both landowner and local planning authority in the Section 106 Agreement, a restriction will be included both in the Section 106 Agreement and the planning conditions. This restriction will require that before development can commence, the land acquired by the developer which is not already bound by the Section 106 Agreement must be bound by a

confirmatory deed confirming that the land is bound by the Section 106 Agreement.

- 8.6 This will ensure that at the point development commences, the land will be bound by an enforceable Section 106 Agreement between the developer and the Council. Similarly, it is anticipated that the Loxford Land (land at the south west of the Site) will also not be bound by the initial Section 106 Agreement, and therefore this land must also be bound before development can commence.

Heads of Terms of Required Section 106 Agreement

8.7 The draft Heads of Terms are detailed at **Appendix 3**. The key features of the draft Section 106 relate to highway, affordable housing and open space considerations. In summary these are as follows:

Affordable Housing

8.8 Provision of 30% affordable housing provided on site in each phase, until Affordable Housing equivalent to 30% of the Development as a whole has been provided, tenure split 59% affordable Rent and 41% shared ownership (unless otherwise agreed). Affordable Housing to meet Nationally Described Space Standards.

8.9 Affordable housing dwelling mix for full part of applications 40% 1-bed units, 42% 2-bed and 19% 3-bed units. Affordable housing dwelling mix for outline element of the application of 38% 1-bed units, 46% 2-bed, 15% 3-bed and 1% 4-bed unit (unless otherwise agreed)

8.10 Secondary Education

Phased contributions towards Secondary Education provision calculated on a formula basis to be used towards improvements at Cecil Jones High School, Southchurch High School or Chase High School. Payable prior to commencement of each phase.

8.11 RAMS

Tariff based contribution in accordance with Essex Coast RAMS SPD adopted by LPA on 30 October 2020, currently £127.30 per dwelling. Payable prior to Commencement of each Phase (index linked).

8.12 Highways Obligations

- Contribution of £10,000 for Cuckoo Corner roundabout works payable prior to first occupation
- A contribution of £100,000 for VMS and car park guidance signage, payable prior to commencement of development.
- A contribution of £15,000 towards provision of for webcams / cameras required to link to the Council's Traffic control centre. . Payable prior to commencement of development.
- A contribution of £500,000 towards the consultation and implementation of a flexible Controlled Parking Zone/series of Controlled Parking Zones and the enforcement thereof in the vicinity of the site excluding costs associated with unlocking the parking signs for match-days and events, which are to be met by the owner. TRO costs to be met by the owner and to be in place prior to commencement of development. Payable prior to commencement of the Stadium, Phase 1A.
- Payment of Council's fees and costs to implement and enforce the CPZ area for 10 years.
- Contribution of £10,000 towards the establishment of a traffic regulation order to enable coach parking at Temple Farm for match-days and events. TROs to be in place before occupation of the Stadium. Payable prior to commencement of the Stadium, Phase 1A.
- TRO for Coach parking at Temple Farm for match-days and events.

- Site wide TRO contribution of £30,000 towards cover traffic regulations order due to highways works including signing, lining and advertising cost. Payable on the first anniversary of commencement.
- Contribution of £20,000 for pedestrian signage. Payable before commencement of the Stadium, Phase 1A
- Contribution of £100,000 for cycleway network infrastructure improvements linking to the site to contribute to the overall pedestrian and vehicle management measures, which are required as a direct consequence of the development. Payable prior to commencement.
- Contribution of £70,000 towards four real time bus passenger information boards to be displayed at the bus stops and in the vicinity of the site to contribute to the overall pedestrian and vehicle management measures, which are required as a direct consequence of the development (permission to carry out the installation not to be withheld by the landowner). First instalment of £40,000 to be paid on the first anniversary of commencement of Zone A, second instalment of £30,000 to be paid on the first anniversary of commencement of the Stadium, Phase 1A.
- Contribution of £60,000 to provide three bus shelters and associated works at the Fossetts Way bus stop and coach stop to contribute to the overall pedestrian and vehicle management measures, which are required as a direct consequence of the development. The first instalment of £40,000 payable on the first anniversary of commencement of Zone A and the second instalment of £20,000 payable on the first anniversary of commencement of the Stadium, Phase 1A.
- Costs of making CPZ to be implemented on major event days including match days.
- Highway works to take place on the highway (as identified in condition [46]) to be secured by appropriate trigger points and pursuant to a S278 Agreement to be entered before commencement, to include supervision fee up to a maximum of 10%, including:
 - Before occupation:
 - Eastern Avenue Access Works;
 - Fossetts Way Roundabout Works;
 - Sutton Road Access Works;
 - Eastern Avenue Pedestrian Works;
 - Eastern Avenue Crossing Works;
 - North South Pedestrian Works;
 - Fossetts Way Pedestrian Access Works;
 - Fossetts Way Toucan Crossing Works;
 - Sutton Road Western Footway Works;
 - Eastern Avenue Footway/Cycle Works; and
 - Bus Stops to be provided on Fossetts Way.
- Before occupation of the earlier of the Stadium, Phase 1A, or more than 350 residential units:

- Eastern Avenue/Sutton Road junction improvements, signalisation and crossing works; and
 - Royal Artillery Way/Hamstel Road junction improvements, signalisation and crossing works.
- Sustainable Transport Contribution of £200,000 payable before first occupation for the monitoring of trip rates, use of sustainable transport measures and further highway improvements if deemed necessary to mitigate the transport impact of the Development.
- Travel Strategy Group to be established to monitor sustainable transport/modal split targets for match-days and non-match days until the later of the 10th anniversary of first occupation or until practical completion of the development as a whole with the ability to recommend the drawdown of the Sustainable Transport Contribution, Council to have final approval of recommendations made and draw down of the Sustainable Transport Contribution. Travel Strategy Group to liaise with the Travel Plan Co-ordinator and with the Stadium Transport Liaison Group.
- Stadium Transport Liaison Group to be formed of the following stakeholders:
 - Southend United Football Club;
 - Southend-on-Sea Borough Council;
 - Bus and Rail Operators;
 - Essex Police, Fire and Ambulance Services;
 - British Transport Police; and
 - Local businesses, such as Waitrose.
- Off-site major event day parking to be provided for a total of 661 spaces.
- Prior to occupation to procure additional bus services to be provided on major event days including match days for a minimum period of 10 years between Southend Central Station /Southend Travel Centre and the new Stadium, the costs of which shall be met by the Applicant.
- Works that have been identified in the PERS (Pedestrian Environment Review System) Audit shall be completed prior to occupation of the Stadium and carried out pursuant to a S278 Agreement.

8.13 Other Obligations

- Continuity of Training Pitch Provision, associated car parking and training facilities
- Restrictions on development until evidence provided and approved of funding and construction contracts for the Stadium
- Not to carry out any works in connection with more than 850 Residential Units until the Stadium Phase 1 and the new training facility or temporary training facility are practically complete and operational for the hosting of professional football matches
- Amenity Space and Management Plan
- Car Club
- Employment and Skills
- Travel Plan and Travel Plan Monitoring Fee
- Travel Packs
- CCTV
- Scheduled Monument Contribution and Management Plan
- Community Use
- Major Event Day Management Plan
- Public Art

- Community Fund
- Cecil Jones Memorial Ground Improvement Contribution
- SUCET – implementation of increased activities in accordance with the initiatives and targets set out in the Sporting and Community Benefits statement
- Enforcement of details secured by condition
- Legal fees
- S106 Monitoring fees
- Monitoring provisions
- Provisions for binding Council and Loxford Land
- Joint and several liability by the owners
- Release from restrictions contained within previous Section 106 Agreement

Planning Conditions

8.14 A full schedule of suggested conditions is provided at **Appendix 4** of this Report.

8.15 In addition to the condition referred to above in respect of the Section 106 Agreement, additional conditions are proposed in respect of a range of matters, including construction, phasing, maximum floorspace, design and heritage, landscape, arboriculture and ecology, parking and highways, community facilities and use, contamination, noise and odour, lighting, sustainability, operation of the stadium including Major Events Day Management, waste management, CCTV, Air Quality, flood and drainage.

Restricted Zone

8.16 Part of the Site is subject to a restriction in a 2004 Section 106 Agreement, which covered a larger area in connection with a different development. This restriction identifies the uses for which consent cannot be applied for unless a release is first obtained from the Council and identified acceptable uses by reference to a plan. Given this application and the acceptable uses proposed, it is appropriate that this is released. The Council will, as an administrative process, release this historic restriction in the Section 106 Agreement connected to this application.

8.17

9.0 Conclusions and Recommendations

Application Proposal

9.1 The hybrid application seeks detailed planning permission proposing the relocation of SUFC to a new football stadium at Fossetts Farm supported by enabling development and outline permission for a new residential neighbourhood. The proposals involve:

- Demolition of the existing SUFC training centre;
- New football stadium with a capacity of up to 21,000 seats;
- Stadium and hotel parking with a combined 968 spaces
- Hotel of 107 bedrooms integral to Stadium North Stand with parking shared with the stadium;
- Conference floorspace, corporate hospitality, supporters' food and drink concessions, Café/Restaurant (676sqm), stadium shop (141sqm), players, media and staff accommodation;
- 182 residential apartments across 6 storeys integral to the Stadium North Stand;
- Fan Plaza residential apartments of 72 units with ground floor sporting and community uses (sui generis 890sqm) to be occupied by SUCET;
- Fossetts Way North residential apartments of 42 units;
- Fossetts Way South residential apartments of 51 units;
- Detailed residential 383 car parking spaces;
- Two Soccer Domes (one for community use), community changing facilities and SUFC academy building (totalling 12,405sqm), with 36 car parking spaces for the community use and 12 car parking spaces for the academy.
- 58 car parking spaces for Jones Memorial Recreation Ground;
- Associated infrastructure, landscaping and access roads. This includes vehicular accesses from Eastern Avenue and Fossetts Way and pedestrian only access 'Supporters Way' from Sutton Road.
- Outline approval (with all matters reserved except means of access) for the erection of buildings between one and nine storeys for up to 1,114 (118,000 sqms GIA) residential units (Use Class C3), including the erection of up to 1,609 sqms of flexible floorspace, (Use Class E) and up to 280 sqms (Use Classes F1/F2) and 779 car parking spaces;

9.2 The Application has been assessed in accordance with the requirements of the Town and Country Planning (Environmental Impact Assessment Regulations) 2017 (as detailed in this report)

Policy

9.3 Key planning policies relevant to this planning application have been identified and explored thematically in the Planning Appraisal section above. To complement this, Appendix 2 provides full schedule of development plan policies relevant to the application proposals. and includes an appraisal of the proposals against each policy objective. The below represents a non-exhaustive summary of the key polices in the determination of the Proposed Development.

- 9.4 Policy KP1 specifically states that “The relocation of Southend United Football Club Stadium to Fossetts Farm area will be supported in principle.”
- 9.5 The Proposed Development (subject to conditions and obligations) contains the necessary supporting social infrastructure provision, including community facilities and amenity space, and is considered to be consistent with adopted policies on sport, given the replacement of equivalent or better facilities in an appropriate location and more general support for proposals that contribute to sports for the benefits of local residents and visitors (CP7). The residential elements of the development are also aligned with the design policies and accord with the development principles (such as DM1, DM4 and KP2), and also more specific elements of policy on required standards including for energy (DM2), dwelling sizes (DM8) and affordable housing (CP8).
- 9.6 Furthermore, when mitigation is considered, the proposals are aligned with policies which protect residential amenity (DM3) and important environmental assets (CP4). Despite the conclusion of a less than substantial harm to the Scheduled Monument, the proposals accord with heritage protections (DM5) given the policy suggests this harm is considered against the public benefits of the scheme. There are also no highways reasons for refusal and therefore the proposals accord with policy DM15. Although the agreed housing mix is different from a policy starting point, the proposed housing mix is considered to be suitably responsive and appropriate in the nature and circumstances of this case.
- 9.7 Fundamentally the outline residential element of the development falls in largely within protected green space and is a departure from policy in this respect. It also involves the loss of Best and Most Valuable (BMV) agricultural land (CP4) and includes a negative LVIA impact (DM4). Areas of the application site are designated Green Belt and protected at national but also Local level through policies KP1 and CP4 and therefore Very Special Circumstances must exist to approve inappropriate development within these areas.
- 9.8 Whilst the Proposed development broadly aligns with the majority of policies in the Development Plan, the ‘in principle’ support provided for the relocation to the Fossetts Farm area is not an allocation and protections on the site (notably elements of the site being protected green space and Green Belt) still apply. The application is therefore considered a departure from the Development Plan and material considerations must exist to justify approval. This is further outlined in the Planning Balance and Conclusion section below.

Consultation

- 9.9 As noted in Section 3 of this Report, the proposed development has been subject to extensive and proactive pre-application engagement by the applicant. This has shaped the level of detail shown on the Parameter Plans and commitments made within the Development Framework Specification. This has been the product of a collaborative, iterative and careful design process which was initiated in 2015 through a public consultation event by the applicant and has since evolved throughout the period since submission of the April 2017 application, when the applicant has been provided with statutory consultee and Council responses. The Council received 2,951 letters of support relating to the previous proposal which included the retail and leisure scheme which has since been replaced by housing.

- 9.10 In response to the recent consultation, 34 representations have been received. All responses are summarised in **Appendix 1**. These representations have been taken into account fully and carefully in assessing the proposal. The most common points expressed related to resulting traffic concerns, resulting parking concerns, highway safety concerns, resulting public transport pressure concerns, pollution, impact on the Crematorium, townscape impact concerns and resulting social infrastructure pressure concerns. Given the scale of the proposals, the relatively few objections received indicate a broad level of community endorsement of both the proposed development and the consultation process undertaken by the applicant. This is corroborated by the results of the applicants' consultation process.
- 9.11 Subject to the imposition of appropriate and required planning conditions, no statutory consultees object to the application proposals, including Historic England, Natural England and the Environment Agency.
- 9.12 Council Officer and specialist consultant input was received in respect of design, heritage, highways, housing, noise, air quality, land contamination, drainage, economic development, parks and trees, education, waste, archaeology and strategic planning. Subject to the imposition of conditions, all officers' feedback was in favour of the development proposals, with no in-principle objections raised.

Planning Balance and Overall Conclusion

- 9.13 As detailed in Section 4 of this Report, Section 38(6) of the Planning and Compulsory Purchase Act requires that development proposals be determined in accordance with the development plan unless material considerations indicate otherwise. The relevant development plans for Southend comprise the Core Strategy (2007), the Development Management Document (2015) and the Southend Central Area Action Plan (SCAAP, 2018).
- 9.14 The Housing Delivery Test (HDT) showed that for Southend the delivery rate as of March 2018 was 49% of the assessed needs. Because this result was below the 95% threshold, SSBC prepared an Action Plan to help improve its performance in this respect. The Action Plan (2019) prioritises housing delivery corporately by promoting Southend as a location for sustainable growth and attracting developers and large-scale housebuilders, who could boost delivery. The updated Housing Delivery Test (2020) confirmed that Southend had a delivery rate of 36% against assessed housing need (including national adjustments for the impact of Covid-19) and the most recent update available suggests Southend can demonstrate a 2.55 year supply of deliverable housing sites, below the 5 year threshold identified in the NPPF. This application is **therefore subject to the presumption in favour of sustainable development**. This is outlined in paragraph 11d of the NPPF, which states that in terms of the decision-taking process this means approving development proposals that accord with an up-to-date development plan without delay; or where the policies most important for determining the application are out-of-date, granting planning permission unless:

“i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. 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.”

- 9.15 This development will facilitate the relocation of SUFC from its functionally limited and tired stadium at Roots Hall to the Fossetts Farm site. This relocation is specifically supported in principle by SSBC policy. The scheme will provide a significant upgrade in the quality of stadia facilities for SUFC, important provision of new housing, including affordable housing, for the Borough, together with significant community benefits and economic uplift to the local area.
- 9.16 The current Stadium at Roots Hall has a number of club-identified deficiencies, including restrictions to views, limits to seating capacity (particularly accessible seating), substandard operational facilities alongside limited revenue generating opportunities. Due to its age, SUFC must also invest heavily each year, to keep the current stadium safety compliant. The ability to expand capacity at the existing site is limited by the site's small footprint, the built-up area surrounding it and its residential character. The Council agrees with the Applicant that this application for a new Stadium is the only viable option for safeguarding the Club's long-term future.
- 9.17 Southend United Football club is a clear and important community asset and the proposals for relocation represent a significant upgrade to existing facilities which will almost double the Stadium's capacity for its followers (to 21,000 seats). It will also significantly improve SUFC's training facilities and establish a new on-site Academy Dome and building, enabling the Club to attract new talent. These enhanced sports facilities will undoubtedly increase SUFC's standing and foster local pride for the team, boosting its long-term cultural and sporting association with Southend and contributing to its role within the town.
- 9.18 The inclusion of significant new facilities to house SUCET within the proposed development to further enhance the role of the Trust is of significant benefit and greatly welcomed. As part of the evidence base for the application, the Applicant outlines that SUCET anticipates a further 8,000+ participants will attend the new and expanded programmes it will be able to run from the Fan Plaza building and Community Dome, representing an almost 20-fold increase in participation. Initiatives that will benefit the wider community include the organisation of community and social events, the financial support of local projects, the creation of workshops for creative production within the Stadium and the establishment of a new public space committee. This is to be supported through planning obligations, notably the provision of a Community Fund and through Community Use Agreements.
- 9.19 More generally, there are considered to be additional sporting benefits and resulting health improvements of encouraging increased sports' participation, particularly for young or currently disadvantaged people. The proposed development of new sports facilities in the Community Dome will offer a significant improvement to the former pitches (particularly given the commitment to meet enhance FA standards for the pitch itself) the benefit of which is considered to outweigh the loss of the current provision.
- 9.20 The overall housing scheme will deliver a total of 1,461 dwellings, with a policy compliant affordable component (30%) providing over 400 new affordable homes for local people. The proposal is therefore making a significant contribution to

meeting the housing needs of the Borough but also its affordable housing needs. The provision of over 400 new affordable homes is given significant weight in isolation, in excess of that afforded to the provision of market housing more generally and ahead of the application of the presumption in favour of sustainable development. The Stadium relocation would also enable the re-development of the Roots Hall Stadium site once the new Stadium is operational. Individually and cumulatively these schemes will provide a significant contribution to the Borough's housing need which, given the current context of under delivery against assessed need and the application of the presumption in favour of sustainable development, is afforded substantial weight.

- 9.21 The application's affordable housing proposal satisfies the Council and whilst the applicant's affordable housing mix proposal is different to adopted policy, the proposed housing mix is considered to be suitably responsive to updated local need and appropriate in the nature and circumstances of this application. The development also satisfies all the minimum requirements of the Nationally Described Space Standards and meet the accessibility requirements of Policy DM8, which deliver a substantial improvement in residential quality for residents.
- 9.22 In transport terms, the measures put forward by the Applicant and included within the draft Heads of Terms, including the improvement of two important local junctions, are considered to fully mitigate the impact of the proposals upon the highway network and there are no objections to this development on highways and transport grounds. Given the nature of movements associated with the use of the Stadium, a Matchday Travel Management Strategy will also be agreed to assist with the management of supporters. A key aspect of the scheme has been the focus on connectivity and permeability through the site for pedestrians and cyclists, in order to strengthen the linkages between individual land uses and to adjacent destinations. The proposals include policy compliant levels of cycle and car parking, including direct and passive provision for electric vehicle charging points. This car parking ratio, in combination with the introduction of the improved bus services, pedestrian and cycle accesses and matchday/event CPZ area, is acceptable.
- 9.23 It is considered that the proposed design responds appropriately to context and has been refined post submission in combination with the Council and other stakeholders. It is recognised that the application makes a good offer of public open spaces, good pedestrian links within the site and to nearby sites and overall provides a positive layout. The Stadium design has been assessed to be of high quality overall, with good quality materials and detailing, signage and lighting being conditioned to complement the final scheme. The Parameter Plans for the Outline area have also been formulated from a clear understanding of the site and surrounding area. They set an appropriate balance between establishing clear rules that must be followed at the Reserved Matters stage whilst allowing an appropriate amount of flexibility to enable the detailed design to evolve over time. Reserved Matters will also be governed by a Design Code to be approved by the Council as a conditioned design control document. The Design Code will set a series of design requirements, including street widths and minimum private amenity space provision for each dwelling, amongst other proposed mitigation such as restrictions on the location of roof top plant that ensures a thoughtful and well-integrated approach to urban design.
- 9.24 The detailed elements of the proposals are accompanied by design for the public realm, with a condition requiring the approval of the materials to be used. The

most significant area of public realm, the Fan Plaza, is a generous size and provides a civic space that will benefit the public as a gateway to the Stadium as well as important matchday circulation space. As this space is fronted by active uses it will help ensure this area is vibrant and safe at all times. Within the outline area, the Landscape parameter plan commits to further (minimum) public open space, notably the Linear Park proposal and a further public realm including town squares, pocket parks, areas for formal play and structural landscape. This is also complemented by additional activity generating uses in the outline scheme, including commercial and community spaces, which are considered to be appropriately sized for the location.

- 9.25 Areas of the outline parameters have been amended during emerging design to more sensitively respond to the adjacent Scheduled Monument and controls have been included within the permission to ensure that future Reserved Matters Applications will respond appropriately to this context and the staggered arrangement of the development envelopes in this location will ensure that the monument has an appropriate setback to the built form. Subject to appropriate design and landscape details, it is considered that the less than substantial harm caused to the setting of the monument can be outweighed by the public benefits of the proposal including enhanced management of the Scheduled Monument itself through the Scheduled Monument Management Plan. In line with paragraph 202 of the NPPF, it is considered that the less than substantial harm caused by the proposed development on the Scheduled Monument does not disengage the presumption in favour of sustainable development.
- 9.26 A number of surveys, baseline work and testing has been completed to support the application, resulting in the identification of controls to preserve amenity, notably in terms of noise, which have been sufficiently included in the proposals such that they are acceptable. Ecological surveys completed to support the application showed that the majority of the habitats present were assessed as of negligible to low ecological value, with some habitats including hedgerows and trees of low to moderate value. To verify the current understanding of the site and to ensure that the mitigation currently proposed is robust, the Council will require an update to the ecological baseline survey work ahead of commencement.
- 9.27 To mitigate against any potential increases in recreational impact on wider habitats identified as part of the HRA, the Applicant will make a payment of the Essex RAMS tariff, to go towards mitigation measures set out in the RAMS, including provision of information and awareness raising, fencing/ waymarking/ screening, pedestrian, cycle (and dog) access, enforcement and new habitat creation.
- 9.28 Applying the policy identified sustainable themes to the application proposals, it results in a positive appraisal of the development's sustainability credentials in terms of sustainable travel, economic development, community facilities, sustainable building design, renewable energy, provision of open space and landscaping, protecting heritage, provision of sustainable drainage systems, minimising waste and air, noise and groundwater pollution. The energy efficiency and carbon reduction assessments have demonstrated the scheme's potential to follow the energy hierarchy to provide energy and resource efficient design through passive design, low carbon heat and PV panels.

- 9.29 The phasing of the overall development is set out on an phasing plan which will be further detailed through a conditioned Detailed Development Phasing Programme. This document will outline key dependencies and timing for the provision of supporting infrastructure (including provision of utilities, green and social infrastructure) to ensure sufficient capacity is available to serve the development. This will also set out greater detail on the provision of respective elements of the development, particularly the Community Domes and Training Ground elements, but also the phased implementation of the Stadium itself.
- 9.30 The assessment in Section 6 and Appendix 2 demonstrates that subject to planning conditions and obligations, the proposed development is broadly policy compliant and acceptable in all aspects, with the exception of impacts to some aspects of landscape and visual amenity, the loss of protected greenspace the loss of agricultural land through development per se and harm caused by definition, as a result of inappropriate development in the Green Belt. These effects cannot be mitigated directly by planning conditions and must be considered in the planning balance against the significant benefits of the scheme. Given that SSBC are unable to demonstrate a five year housing land supply and the HDT results indicate a delivery rate below that specified in national policy, these policies are given less weight in the determination of this planning application.
- 9.31 While it is recognised that this application constitutes inappropriate Green Belt development, it is considered that the significant benefits of the scheme clearly outweigh the ‘by definition’ harm, the residual harm (after mitigation) to the Green Belt and the ‘any other’ harms (again after mitigation). It is considered that there are no other areas of demonstrable harm that would be sufficient to warrant refusal of the scheme in light of the highlighted substantial benefits and as such Very Special Circumstances are considered to exist. There is therefore no reason found in Green Belt policy which provides a clear reason for refusing the development proposed (in line with Footnote 7 of the NPPF) and thus NPPF Paragraph 11 d i) is not invoked.
- 9.32 Given that Very Special Circumstances are considered to exist, the conclusion that there are not considered to be adverse impacts that would significantly and demonstrably outweigh the benefits, and the departure from the development plan is considered justified by the outlined material considerations. In accordance with the presumption in favour of sustainable development the proposed development is therefore recommended for approval.

Recommendation

Having taken into account all environmental information received by the Council under the Environmental Impact Assessment (EIA) process and giving full consideration to the environmental impacts of the proposed development, as well as taking into account the fact that this development is “inappropriate development” in the green belt (as defined in the NPPF) and the presumed harm to the green belt caused by such inappropriate development and any other likely harm caused by the development and despite the conflict with certain relevant development plan policies and other guidance, it is concluded by the officers that:

- a. there are very special circumstances which outweigh both the harm caused to the green belt by virtue of its being inappropriate development and all other harm; and
- b. these very special circumstances and other material considerations also outweigh any other likely harm caused by the conflict with such policies and guidance; and
- c. planning permission should therefore be granted for this development subject to the planning conditions and planning obligations described and for the reasons outlined in this report.

It is therefore recommended that the Committee resolve to **DELEGATE** to the Director of Planning and Head of Planning and Building Control to **GRANT PLANNING PERMISSION** subject to:

- i. The application being one of strategic importance to it must be referred to the Secretary of State for Ministry of Housing, Communities and Local Government and the grant of permission in accordance with the Committee's resolution will be subject to no call-in Direction being made by the Secretary of State;
- ii. Subject to sub-paragraph i) above and to the section 106 agreement (as explained in this report) being completed by the Council and other persons shown in the Heads of Terms appended to this report in Appendix 3 as having a requisite interest in the site before the planning permission is issued, so as to effectively incorporate and transpose the Heads of Terms in Appendix 3 to the satisfaction of the Interim Director of Planning or Group Manager Planning and Building Control
- iii. That (subject to the Secretary of State's respective decisions not to direct refusal of permission and/or to call in the application) upon completion of the above Section 106 agreement the Director of Planning and Head of Planning and Building Control be instructed to APPROVE the application reference 17/00733/FULM under delegated powers and grant planning permission subject to conditions substantially in the form contained in Appendix 4 (with such detailed amendments as the Director of Planning and Head of Planning and Building Control may consider to be reasonable and necessary in the course of negotiating the detailed Section 106 Agreement
- iv. In the event that the agreement referred to in part (ii) above has not been completed before 31st January 2022 or an extension of this time as may be agreed by the Director of Planning and Head of Planning and Building Control to refuse planning permission for the application on grounds that the development will not secure the necessary contributions as in part (ii) above and further detailed in Appendix 3. As such, the proposal would be unacceptable and contrary to National Planning Policy Framework (2021) and policies KP1, KP2, KP3, CP3, CP6, CP7 and CP8 of the Core Strategy (2007) DM7, DM8 and DM15 of the Development Management Document (2015)