



SOUTHEND-ON-SEA  
**NEW LOCAL PLAN**

*Planning for Growth and Change*

Comments  
should be  
submitted by  
26th October  
2021 at 5pm

## CONSULTATION 2: **REFINING THE PLAN OPTIONS**

### PARTS 1 AND 2 OBJECTIVES AND SPATIAL STRATEGY





# Introduction

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Having an up-to-date Local Plan that is shaped through community engagement, provides an important tool to help manage future development proposals that would otherwise come forward without local policies guiding the type, scale and location of new development.

The Covid Pandemic has had a significant impact on the global and local economy. The New Local Plan can play a key role in helping to act as a catalyst to recover from this impact. It will be important that we continue to monitor the impacts of Covid and the post pandemic recovery as the New Local Plan is prepared.

This document represents the second stage of consultation in the preparation of the Southend New Local Plan. We are seeking views on refining the Plan before we develop specific policies and proposals.

Your views are vital if we are to build a future plan for the Borough that is comprehensive and inclusive.

Southend-on-Sea Borough Council is united in its desire to avoid building on the Borough's Green Belt. However, in order to produce a sound Local Plan we are required by Government to consult on all options so as to provide robust evidence for consideration by the Government's Inspector.

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**The document does not set out a preferred strategy or criteria-based policies, rather it sets out draft proposals, potential development sites and possible interventions to generate feedback as we progress the New Local Plan.**

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# About this consultation

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## Why are we consulting again?

In early 2019 we consulted on the *Southend New Local Plan Issues and Options*<sup>1</sup> document. This represented the first stage in the preparation of a New Local Plan for Southend to guide future development decisions over the next 20 years.

The New Local Plan will address needs and opportunities in relation to housing, the local economy, community facilities and infrastructure. It will also seek to safeguard the environment, enable adaptation to climate change and help secure high-quality accessible design. Specific policies to manage development, such as those relating to Climate Change and housing design and tenure will be included and gain a prominent focus in the next iteration of the New Local Plan.

The New Local Plan provides a degree of certainty for communities, businesses and investors on future development proposals, and a framework for guiding decisions on individual planning applications.

The Issues and Options document identified several major planning issues facing the future development of the Borough and possible options for resolving these. Meeting the varied needs requires some tough choices to be made on how we use land, how we design buildings and communities, and where and how we develop.

You responded in your hundreds to this challenge and gave us considerable feedback for tackling these issues and identified a number of other important planning matters. The feedback, including a summary report of the main issues, is available on the New Local Plan website at [localplan.southend.gov.uk/local-plan-issues-and-options-pdf](https://localplan.southend.gov.uk/local-plan-issues-and-options-pdf)

Your feedback has proved invaluable in helping us prepare this next stage of the New Local Plan's preparation, *Refining the Plan Options*.

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**We are now seeking your help again in refining the Plan options before we develop specific policies and proposals.**

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<sup>1</sup> Southend New Local Plan Issues and Options, Southend on Sea Borough Council February 2020



# Contents

The Plan is divided into three Parts: 1. Aim and Objectives; 2. Spatial Strategy; 3. Southend Neighbourhoods. The primary focus of the consultation is seeking views on the Aim and Objectives and Spatial Strategy. The Neighbourhood sections set out the draft proposals in more detail for those wishing to focus on certain areas of the Borough or where they live.

<b>Introduction</b>	<b>3</b>
<b>(Part 1) Aim and Objectives</b>	<b>12</b>
<b>(Part 2) Spatial Strategy</b>	<b>24</b>
Economic Recovery and Meeting Employment Needs	29
Providing Community Services and Infrastructure	38
Providing New Homes	40
Retail Provision and Centres Hierarchy	81
Town Centre and Central Seafront	88
Protecting and Enhancing Green Space and the Coastline	102
Transport and Access	110
London Southend Airport	122
<b>(Part 3) Southend Neighbourhoods</b>	

Other land use considerations and criteria-based policies that help to shape and manage the form and function of development, such as those that address housing tenure and climate change, have not been explicitly identified within this consultation document. They will be included in the next stage of the preparation of the New Local Plan.

There is a legal duty on local authorities to ensure climate change mitigation and adaptation are integrated across all local planning policy. The New Local Plan must also take into account the Council's declaration of a climate emergency and be the spatial expression of the Council's corporate policies and strategies.

Seeking to prevent and mitigating the impacts of Climate Change will be integral to the preparation of the New Local Plan. This is included within the draft Aim and Objectives set out in this consultation document. Specific policies relating to Climate Change will be included and gain a prominent focus in the next iteration of the New Local Plan.

# How to Have Your Say

It is important to tell us what you think is the best approach to take in developing Southend and its different places. You do not need to respond to all the sections and suggested questions set out below, you can focus on what interests you.

If you have any questions about the consultation or would like to discuss some of the issues, please do contact us.


**You can view and comment  
on the main document online  
and download questions at:  
[localplan.southend.gov.uk](https://localplan.southend.gov.uk)**

**Please reply by 26th October at 5pm**

## How to Contact Us

You can email us at: [planningpolicy@southend.gov.uk](mailto:planningpolicy@southend.gov.uk)

Or write to us at:

 Planning Policy,  
Southend-on-Sea Borough Council,  
PO Box 6, Civic Centre,  
Victoria Avenue,  
Southend-on-Sea  
SS2 6ER

You can also follow us on social media:

[@PlanSouthend](#) and [@SouthendBCOfficial](#)

If you would like to be notified of future planning policy consultations you can sign up to our planning policy consultation database.

Please contact  [planningpolicy@southend.gov.uk](mailto:planningpolicy@southend.gov.uk)  
or telephone  01702 215408.

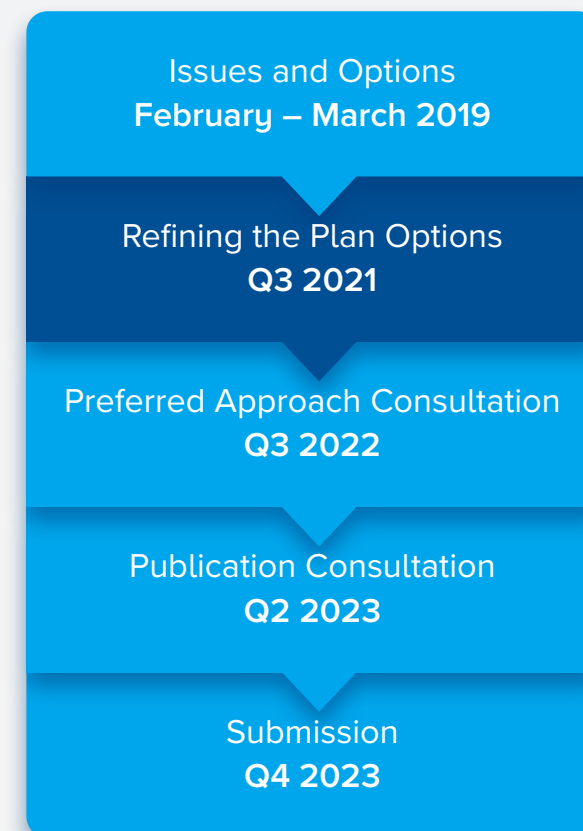
## What happens next?

This is the second in a number of public consultations on the New Local Plan. As the Plan is progressed through its statutory stages of preparation there will be further opportunities to comment on its contents.

A 'live' timetable of preparation is available at [localplan.southend.gov.uk/local-development-scheme](http://localplan.southend.gov.uk/local-development-scheme)

Following feedback on this 'Refining the Options' we will prepare a 'Preferred Approach' document. This will be subject to further public consultation before being amended based on the feedback we receive, and submitted to the Government who will appoint a Planning Inspector to undertake an independent examination in public of the Plan. Their role will be to examine all evidence, including comments made, and consider it against national planning policy to determine whether the New Local Plan is sound and legally compliant and may be adopted by the Council to become planning policy.

Figure 1: Southend New Local Plan Preparation Timetable



### Calendar Year (action listed commencing)

As an approximation, the period from submission to adoption may range from 9 to 12 months dependent on the scope of the plan, issues arising during examination and scheduling of meetings.



# Where the New Local Plan fits with other policy and strategies

We understand that to plan effectively for Southend ([Map 1](#)) we must look beyond our local area and plan strategically with neighbouring authorities. To help achieve this and provide co-ordinated leadership on strategic matters across South Essex the local councils of Basildon, Brentwood, Castle Point, Rochford, Southend and Thurrock together with Essex County Council committed to the establishment of the Association of South Essex Local Authorities (ASELA) (see [Figure 3](#) on the following page).

ASELA has also committed to the preparation of a South Essex Strategic Framework that will inform the preparation and review of detailed Local Plans by the six Local Authorities and provide an effective ‘joined up’ approach for strategic infrastructure planning and growth across South Essex.

Similarly, the Borough Council has prepared a Southend ‘2050 Vision’ ([www.southend.gov.uk/southend2050](http://www.southend.gov.uk/southend2050)) in partnership with the local community which considers the future development of the Borough and how it affects the everyday lives of the people that live, work and visit here. Over 35,000 people were reached through the work with 4,000 people actively taking part through a wide variety of events, surveys, workshops and forums across the Borough. The Joint Strategic Framework and Southend New Local Plan together will be a key driver and stepping stone in delivering towards the Southend 2050 shared ambition and sub-regional initiatives.

The hierarchy of strategies and plans related to Southend is depicted in [Figure 2](#) below.

**Figure 2: Hierarchy of strategies and plans related to Southend**

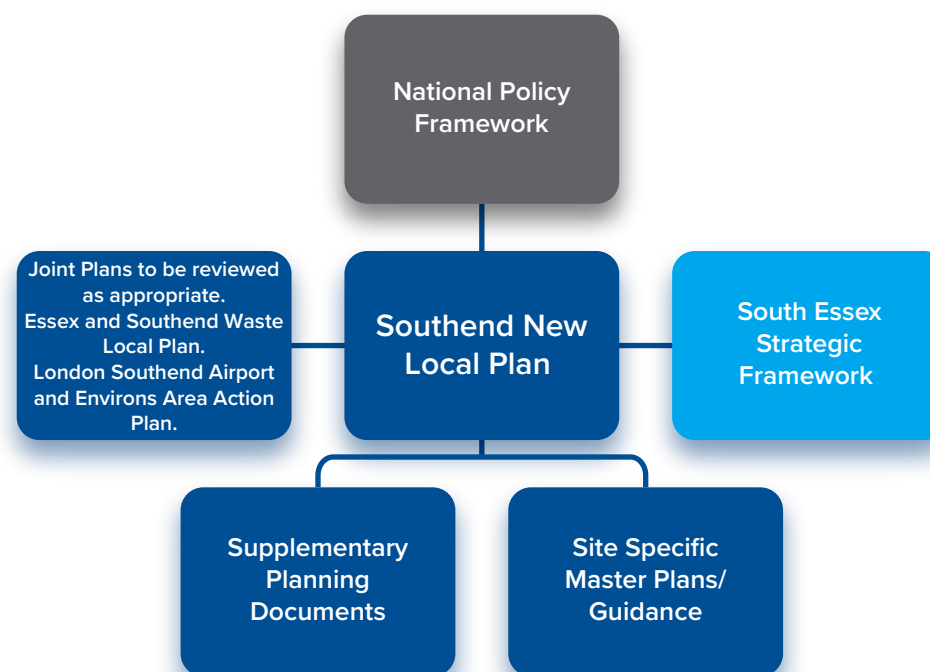


Figure 3: South Essex Strategic Map



# National planning policy

The way we prepare our New Local Plan and what it contains is carefully regulated<sup>2</sup>. Although there is some flexibility in how we go about it, we must prepare formal draft documents before the Plan is ‘submitted’ to be examined by an independent Inspector.

Local Plans must incorporate the principles of sustainable development<sup>3</sup> which were first adopted by the United Nations in 1992 and lie at the heart of the National Planning Policy Framework<sup>4</sup>. This provides that there is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

In January 2016 the United Nations refined its sustainability objectives to include new areas such as climate change, economic inequality and innovation. These have been adopted as 17 interconnected ‘Sustainable Development Goals’<sup>5</sup>. It will be important that the New Local Plan embraces these objectives.

Local Plans should be aspirational but realistic. To support the production of the New Local Plan, evidence based documents have and will continue to be prepared for various topics. These can be viewed on the Council’s web site ([localplan.southend.gov.uk](http://localplan.southend.gov.uk)).

The New Local Plan will replace the Southend Core Strategy, the Development Management Document, the Southend Central Area Action Plan and potentially some of the strategic policies within the London Southend Airport and Environs Joint Area Action Plan (JAAP), with a single document. The Essex and Southend Waste Local Plan (prepared jointly with Essex County Council) will be subject to its own review.

## Proposed Changes to the Planning System

The Government recently published a White Paper<sup>6</sup>, ‘Planning for the Future’. The consultation on this closed in October 2020.

The White paper contained a package of measures which seek to radically reform the planning system. The paper contained 24 individual proposals within three ‘pillars’ intended to ‘streamline and modernise the planning process, improve outcomes on design and sustainability, reform developer contributions and ensure more land is available for development where it is needed’.

The proposals also seek to change how Local Plans are prepared and presented. In meeting identified development needs it proposes that all land be apportioned to three new categories:

<sup>2</sup> Town and Country Planning Regulations 2012

<sup>3</sup> Sustainable development is development that meets the needs of the present, without compromising the ability of future generations to meet their own needs.

<sup>4</sup> [www.gov.uk/government/publications/national-planning-policy-framework-2](http://www.gov.uk/government/publications/national-planning-policy-framework-2)

<sup>5</sup> Adopted by the United Nations as part of ‘Agenda 21’, a comprehensive plan of action to build a global partnership for sustainable development to improve human lives and protect the environment.

<sup>6</sup> Planning for the Future, Ministry of Housing, Communities and Local Government, March 2020 – [planningforthefuture@communities.gov.uk](mailto:planningforthefuture@communities.gov.uk)



**Growth areas suitable for substantial development;**

**Existing built-up Renewal areas suitable for re-development;**

**Protected areas where development is restricted.**

If approved, the White Paper proposals will have a major impact on how the Southend New Local Plan is prepared and taken forward. The preparation of this 'Refining the Plan Options' document is designed to provide a degree of flexibility so that the changes proposed in the White Paper can be satisfactorily accommodated as appropriate as the New Local Plan progresses.

## Issues and Options Consultation

The Issues and Options document was published for public comment between February and April 2019. Over 34,000 people were reached on social media and 532 people were engaged at face-to-face events. In response 1,210 comments were received on the web site, by post or email by 92 individuals or organisations. Of these 630 representations were in support of the vision or question set out in the Issues and Options document; 79 objected to content of the document and 501 made specific comments.

The details of this consultation feedback were published in August 2019 in a *Consultation Report*<sup>7</sup>, available at [localplan.southend.gov.uk](http://localplan.southend.gov.uk)

This consultation feedback has been instrumental in helping to shape this next stage of the New Local Plan preparation.

<sup>7</sup> Southend New Local Plan Issues and Options Consultation Report Southend-on-Sea Borough Council, August 2019

# 1. Aim and Objectives

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A key and integral part of developing the New Local Plan will be to embed the Southend 2050 ambition and present an aim for where we want to be in 20 years' time together with a set of Spatial Objectives that relate to planning. The comments you have fed back to us on the Issues and Options document will be considered as part of this process.

The Spatial Objectives need to embrace the essence of the Plan's aim and expand on this to provide a framework for the development of specific planning policies and guidance.

## What You Said

As part of the consultation on the Issues and Options document you told us that you were in broad agreement with the key messages of the Southend 2050 vision relating to planning issues, particularly around:

- joint working with partners, including across South Essex;
  - a strong community, safety and inclusivity;
  - opportunities for young people, education;
  - meeting housing need and providing more jobs and attractive town centres;
  - connections and getting around the Borough, green and innovative travel; and
  - protecting and enhancing the environment and sea front.
- However, you considered that further emphasis was required on:
- protecting and enhancing the environment, including combating climate change, improving urban greening and biodiversity, managing flood risk, cleaner air, sustainable construction and use of minerals;
  - developing Southend together needs to be supported by officer and member behaviour;
  - acknowledging that Southend isn't one place and can be defined in multiple ways;
  - greater emphasis on supporting infrastructure, particularly regarding access and improved community services including health;
  - the importance of making it easy for residents and visitors to be able to get in and around the Borough using sustainable means of transport, but there are conflicting views on levels of parking provision and management;
  - the need to incorporate other aims and objectives that balance aspiration with what is deliverable, especially in terms of infrastructure and delivering affordable housing;
  - incorporating the United Nations Sustainable Development Goals within policy development.



# Southend 2050 Vision Refresh

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The Council has a shared vision of the future – the Southend 2050 ambition, 26 outcomes and delivery roadmap. This was developed through substantial engagement and co-design with stakeholders and communities. The ongoing engagement activity has brought people and communities together to identify where they want Southend to be in the future.

The Council reviewed and refreshed the 2050 vision, outcomes and roadmap in September 2020 to take into account the impact of the Covid-19 pandemic on the local economy.

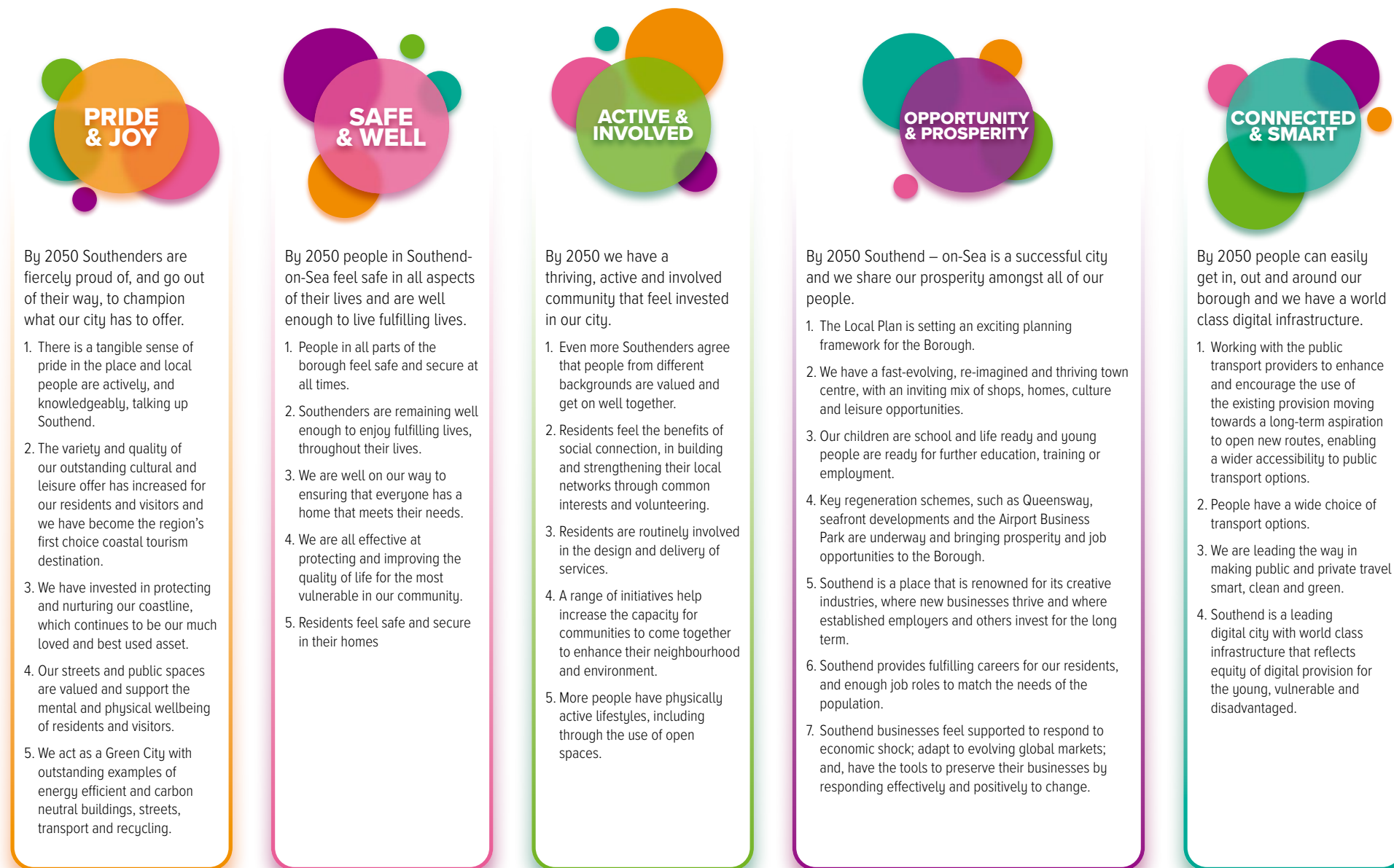
It is important to recognise that there is frequent new information concerning Covid-19 and its impact that affect Government decisions and policy makers. Therefore, it is essential that the recovery plans in Southend are fluid enough to respond to changes and this will mean that the 2050 outcomes and roadmap will be closely monitored and updated to ensure the very best for the Borough.

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**For more information on Southend 2050 please see figure 4 on the following page, and you can visit the website at [www.southend.gov.uk/southend2050](http://www.southend.gov.uk/southend2050)**

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**Figure 4: Southend 2050 Themes and Outcomes (where we want to be)**



## Our Response

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In developing a draft aim for where we want to be in 20 years' time and a set of draft development principles and spatial objectives for the Southend New Local Plan we need to take into account all the above considerations.

A profile for Southend and some of the main opportunities and challenges facing the Borough are displayed following Question 1.1 below

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**We would now like your views on what you think the Aim and Spatial Objectives should be and what our key priorities are for new development.**

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### Draft Aim – where we want to be in 20 years' time

#### Significant progress on the way to achieving the Southend 2050 ambition

Southend has led the way in how to grow a sustainable, inclusive city. We have made the best use of new technologies to meet the challenges of climate change, improve quality of life and reduce inequalities, while cherishing our Estuary identity and the unique character of our neighbourhoods. We are well on the way to meeting our ambition to be a Green City, with low carbon growth, improved energy efficiency, and protected and enhanced natural spaces, biodiversity and habitats.

Southend city centre has a more diverse mix of leisure, cultural and business floorspace, homes and improved public realm, and the scale and range of uses within local centres reflect their roles as local community hubs. Southend's built heritage and natural environment are protected and enhanced, and new buildings and spaces respect and complement the local distinctiveness of Southend's neighbourhoods.

Southend as the region's first choice coastal tourist destination has benefited from continued growth of both overnight and longer stays and with increasing visitor numbers. With its reputation for creativity and culture, as well as the draw of the seaside, Southend is a place that residents and visitors alike can enjoy in all seasons and the seafront and green spaces continue to be attractive places to spend time all year round.

New leisure and entertainment uses better connect the seafront with the town centre, and new workspaces within the town centre support innovation in technology and commerce. New homes, employment and local facilities are built in accessible locations with civic spaces where people can connect with each other and feel safe during both daytime and evening.

Carefully planned new neighbourhoods provide homes that are adaptable and flexible, meeting the needs of people at all stages of their life, and infrastructure has been provided to support mixed communities and personal independence. Health inequality has been reduced by new and improved green spaces and a network of walking and cycling routes increase opportunities for physical activity and enhanced mental wellbeing.

More residents have improved education and skills levels, enabling them to benefit from growth in innovation and enterprise, facilitated by Southend's position as a leading digital and cultural city. Excellent transport connectivity has been further enhanced by the extension of Crossrail, and improved surface transport links to London Southend Airport and new neighbourhoods.

### Draft Development Principles

The draft Development Principles set out below will establish what our key priorities are from new development. A balanced approach to how they are implemented will be needed to ensure development is viable and can come forward.

Your comments will help us draft policies to manage development proposals that will be presented in the next consultation version of the New Local Plan.

- DP1** Deliver high quality, well designed and attractive urban, historic and natural environments that foster healthy living, are safe and people friendly, distinctive, and enhance existing character and local amenity.
- DP2** Ensure development is supported by necessary infrastructure, high quality digital connectivity and access improvements.

- DP3** Prevent or minimise the impact of climate change, including energy and water efficiency, renewable energy, improved air quality, sustainable drainage, electric vehicle charging and urban greening measures.
- DP4** Enhance biodiversity and improve access to green space, safeguard environmental assets and manage constraints such as flood risk.
- DP5** Prioritise the use of suitable previously developed land for development.
- DP6** Deliver a range of housing types and tenures, including affordable and Council housing, that are designed to be adaptable so local people can reside independently in their local community through all stages of their lives and seek to safeguard existing family housing.
- DP7** Promote modal shift through improved sustainable and active travel and proportionate parking standards that reflect car ownership levels, local on-street parking stress and the convenience of public transport and off-street public parking.

### **Draft Spatial Objectives**

Draft Spatial Objectives are set out below to guide your feedback. They are relevant to different areas of the Borough. You may consider that some are appropriate, or you may have different ideas as to what topics the spatial objectives should cover:

- SO1** Achieve the urban renewal and sustainable regeneration of Southend's urban area and optimise the use of suitable previously developed land for development, particularly within town centres and other locations well served by public transport.

- SO2** Deliver sustainable new neighbourhoods to the north of the Borough to meet local housing and economic needs, particularly affordable and family housing. This will have regard to environmental considerations and the need to provide for supporting infrastructure including transport, health, education, community, recreation and leisure facilities.
- SO3** Define the broad extent of the Green Belt boundary around the urban areas of Southend to prevent the coalescence of neighbouring towns. This will include reviewing the Green Belt to deliver new neighbourhoods and support managed growth of the town and supporting infrastructure during this plan period and beyond.
- SO4** Identify, create, enhance and protect a comprehensive green and blue infrastructure network across the Borough, including existing public open green space and corridors linking to the provision of a new Country Park to the north-east of Southend, that would compensate for the loss of any land within the Green Belt and improve access to the surrounding countryside.
- SO5** Secure economic recovery and enhance Southend's important sub-regional role as a place for economic growth and opportunity and safeguard key business clusters, including those focussed round the town and district centres and London Southend Airport.
- SO6** Establish a network of town, neighbourhood and local centres to serve as the heart of local communities; providing opportunities for higher density living and being the focus for economic and social activity and improving health and wellbeing through improved access by train, bus, foot and cycle to a mix of uses including shopping, services and jobs.

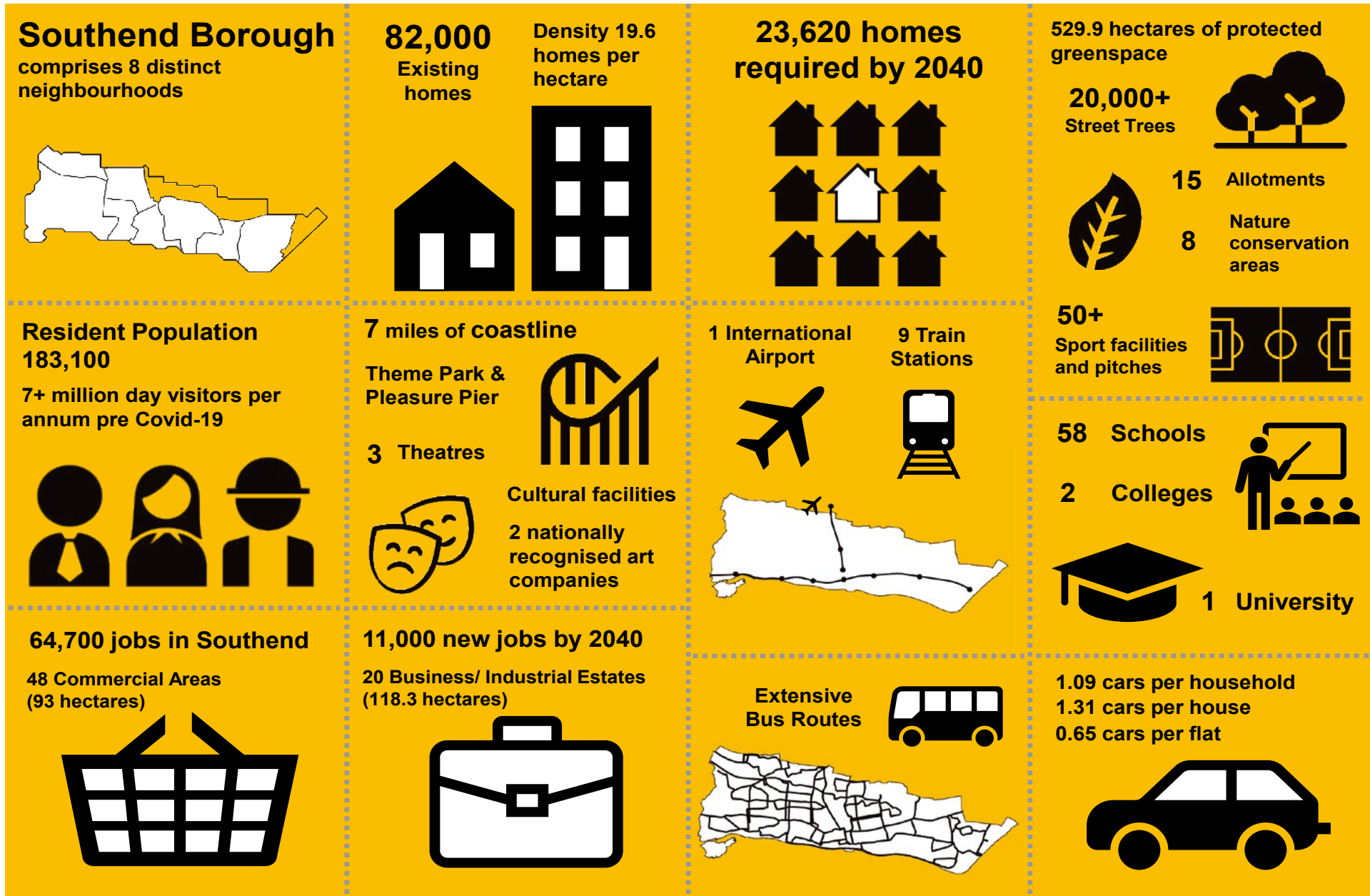
- SO7** Promote and enhance the tourism, cultural and leisure offer, including visitor accommodation, having regard to the assets offered by the area, to attract greater visitor numbers and promote more overnight and longer stays.
- SO8** Identify new and improved strategic transport corridors, including highways, rail, bus, cycle and pedestrian provision, essential to realising economic growth.
- SO9** Promote modal shift through improved sustainable and active travel and the effective management of parking that supports growth of the town centre, tourism sector and London Southend Airport.
- SO10** Secure the social and physical infrastructure related to improving the health, education, lifelong learning and wellbeing of all sectors of the community.
- SO11** Facilitate the delivery of a relocated stadium for Southend United Football Club at Fossetts Farm in north Southend.
- SO12** Facilitate growth of London Southend Airport to realise its potential in becoming a zero carbon regional transport hub providing for significant new employment opportunities and improved strategic surface access subject to environmental safeguards.
- SO13** Ensure heritage assets and their setting are conserved and enhanced so they continue to make a full contribution to the character of Southend.
- SO14** Secure the sustainable use of the River Thames and its Estuary as an asset for transport, leisure and business while respecting its environmental sensitivity.
- SO15** Secure delivery of the plan's spatial objectives through all relevant delivery bodies and their strategies.

### 1.1 Aim and Objectives

## Have your say...

### Please explain your answers

- Do you agree with the draft Aim for the Southend New Local Plan, setting out where we want to be in 20 years' time? Please explain your answer.
- Do you agree with the draft Development Principles? Please explain your answer.
- Do you agree with the draft Spatial Objectives? Please explain your answer.



Map 1: Southend-on-Sea Borough

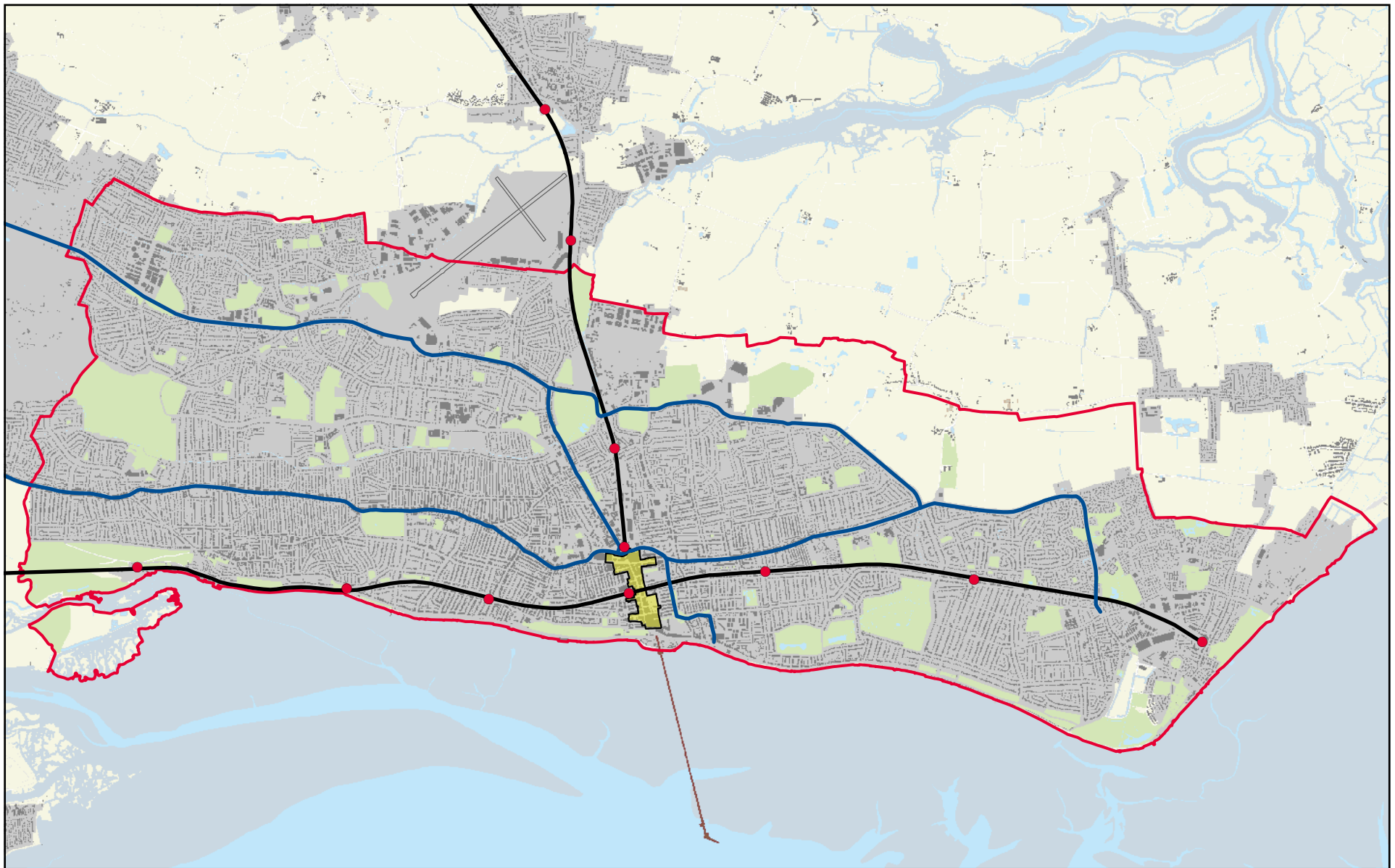


Figure 5: Strengths and opportunities





Figure 6: Challenges



# 2. Spatial Strategy

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The New Local Plan must set out a positive overall strategy for the pattern, scale and quantity of development. It will be important that the strategy seeks to satisfactorily accommodate future development needs, including new homes, jobs and supporting infrastructure and services, at the same time, we must safeguard the unique character and amenities of different areas within the Borough, enhance the natural and historic environment and address the challenges of climate change.

In relation to housing, Local Authorities must seek to meet their identified need in full. The Government has recently introduced a new standard methodology for calculating housing need. This represents a significant uplift on the number of homes that have been built in Southend in recent years. The latest calculation of need is set out in Table 1 below.

**Table 1: Housing and Economic Identified Needs**

District/Borough	Homes per annum	Jobs per annum
Southend	1,181 <sup>1</sup>	550 <sup>2</sup>

The Issues and Options document (2019) set out three possible options for meeting future development needs, namely:

**Option 1:** all development provided within the existing built up area

**Option 2:** most development provided within the existing built up area with some development on the urban edges on green field and Green Belt land in Southend

**Option 3:** Option 2 + working with neighbouring authorities to develop a comprehensive new settlement on Green Belt land (strategic scale development).

The advantages and disadvantages of each option were detailed in the Issues and Options document<sup>3</sup> (pages 24 to 26). Only Option 3 had the potential to deliver all development needs.

<sup>1</sup> Government Standard Methodology

<sup>2</sup> South Essex Economic Development Needs Assessment (2017)

<sup>3</sup> <https://localplan.southend.gov.uk/local-plan-issues-and-options-pdf>

### Spatial Strategy Option 3 as presented in the New Local Plan Issues and Options Document (2019)

#### Option 3:

Option 2 + working with neighbouring authorities to develop a comprehensive new settlement on Green Belt land. (Strategic scale development)

Characteristics	Summary of Potential Impact of Options		Potential Deliverability Issues
<ul style="list-style-type: none"><li>● Significant outward expansion of existing urban area to create large new settlement.</li><li>● Increased densities focussed in specific locations such as town centres, airport, and main passenger transport corridors.</li><li>● New tall buildings in specific locations such as town centres and seafront.</li><li>● Job growth focussed in existing town centres, airport, business estates and within new settlement.</li><li>● Requires significant upgrade to the strategic transport network.</li></ul>	Advantages	Disadvantages	<ul style="list-style-type: none"><li>● <b>Potential to deliver all development needs</b></li><li>● As per Option 2 plus provision of new settlement located on Green Belt land potentially able to provide remaining development needs in full.</li><li>● Urban Living Study to be undertaken to look at potential to increase housing densities in specific locations such as the town centre and main passenger transport corridors.</li><li>● Need to work in partnership with adjoining Local Authorities to deliver new Garden Community (Strategic Scale Development).</li></ul>
	<ul style="list-style-type: none"><li>● Potential for significant improvements to existing highway accessibility provided as part of new settlement.</li><li>● Major new services and facilities provided such as schools, health and community facilities.</li><li>● A greater range of homes provided, such as family, affordable, older people housing.</li><li>● Retention of character and amenities of established residential areas.</li><li>● Protection of key employment areas and opportunity to provide additional employment within new settlement.</li><li>● New settlement providing new parks and access to greenspace.</li><li>● Existing parks, public gardens, woodland and coastline protected.</li></ul>	<ul style="list-style-type: none"><li>● Loss of significant areas of Green Belt land.</li><li>● Loss of some greenfield land outside Green Belt.</li><li>● Loss of some agricultural land.</li></ul>	

## What You Said

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Of the three options, Option 3 attracted the most support as it provided the best opportunity for accommodating the necessary growth.

Those respondents favouring Option 1 focussed on the need to redevelop brownfield sites. Those opposing this Option were concerned that further development in the existing built-up areas would worsen perceived over-crowding and high-density development, increasing traffic problems and placing infrastructure under strain.

Respondents favouring Option 2 considered this to be the best compromise of the 3 options available, promoting use of brownfield sites whilst also allowing some expansion of the urban area, ensuring that new residents could easily access facilities in the existing urban area. Opposition came from those wishing to see the Green Belt protected and others who considered that this approach would not be sufficient to meet the Borough's needs.

Option 3 attracted the most support, although it was highlighted that building on a certain amount of Green Belt land and countryside is regrettable it would allow for the building of new neighbourhoods and provide homes to suit all people and provide the space to deliver successful communities with the required infrastructure to support them.

Views were also expressed that the delivery of a comprehensive new settlement (Option 3) will take a long time, with most of the new housing delivered towards the end of the plan period and beyond. As such, it was also suggested that all options could be implemented plus all suitable and deliverable sites beyond Southend's boundaries, including land south of Great Wakering, to meet its unmet needs.

A number of comments noted that other areas assessed and dismissed in the Growth Locations Study<sup>4</sup> might have potential to accommodate development, but at a smaller scale than that tested in the Study.

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4 South East Essex Strategic Growth Locations Assessment 2019

## Our Response

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Having regard to your feedback and recognising that Option 3 attracted the most support we have carried out further assessments and refined the options to include potential development sites for this consultation

It is clear from your feedback that we need to identify the full development potential from within the existing urban area of the Borough that can be achieved without detrimentally affecting the character and fabric of the urban environment. This is critical to determining what level of need is required to be accommodated outside the existing urban area and to provide an evenly phased development programme across the whole of the plan period.

Before we can develop a detailed strategy we therefore wish to establish where new housing development can satisfactorily be accommodated and what supporting employment, parks and green space facilities and transport improvements are needed to meet our future needs.

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**We would now like your views on the detailed housing, employment, parks and green space and transportation aspects of the strategy in order that we may develop a comprehensive strategy which will be consulted on as part of the next stage of the New Local Plan preparation.**

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To help us develop the strategy we have commissioned a variety of technical evidence base studies to quantify and qualify the scale of need for different types of land uses, including housing (including houses of different types, tenures and sizes), employment, retail and leisure. A number of these studies have been commissioned with our South Essex Local Authority partners. Please note draft policies on how we manage new development (development management policies), such as those that will guide design, heritage, carbon reduction and amount and type of affordable housing and the necessary infrastructure improvements will be included in the next stage of the Southend New Local Plan's preparation.



## 2.1 Economic Recovery and meeting Employment Needs

The Covid Pandemic has had a significant impact on the global and local economy, including consumer and travel to work patterns. The New Local Plan can play a key role in helping to act as a catalyst to recover from this impact. It will be important that we continue to monitor the impacts of Covid and the post pandemic recovery as the New Local Plan is prepared.

This section focusses on employment land provision for office, business, industrial and warehousing uses. However, the subsequent sections of the New Local Plan will all play an important role in facilitating job growth. The provision of new homes will provide construction jobs and attract investment and spending to the area, whilst a growing population will generate more jobs in schools and health related services as well as shops, cafes and restaurants in our town, neighbourhoods and local centres. Transport and access improvements for all modes of travel will be vital for attracting economic investment and there remains considerable economic growth potential at London Southend Airport.

The Southend Employment Topic Paper (2021)<sup>5</sup> summarises the latest available evidence on the employment space requirements and land supply position to inform how the New Local Plan should address the Borough's future employment land needs. This includes a summary of the South Essex Economic Development Needs Assessment (EDNA) which was published in 2017.

The Borough will need to plan for around 11,000 new jobs over a 20-year period according to the EDNA which identified 'growth clusters' as having the potential to achieve future economic growth in Southend. These are: **Southend Town Centre, London Southend Airport and northern Southend corridor centred around Progress Road, Airborne Close and Stock Road/ Temple Farm employment areas**. Within these areas the principal growth drivers are identified as being the **digital, cultural and creative; healthcare technology; advanced manufacturing**

5 [localplan.southend.gov.uk/evidence-documents](https://localplan.southend.gov.uk/evidence-documents)



**and engineering; and tourism sectors.** There is also potential within the **climate change technology sector**. The EDNA recommended that support and investment for education, skills and training is targeted towards these occupations and industries to help boost the qualifications and skills levels of local people in these sectors.

Southend is a very constrained area where employment land has seen significant losses in recent years, however for the New Local Plan to positively encourage sustainable economic growth it must not overlook potential opportunities for growth. Conversely, it should not underutilise land with unjustifiable designations if there is no reasonable prospect of the land meeting future employment needs. This will include a balanced approach of: safeguarding the existing stock, additional land provision, and re-allocation of employment land to other uses.

A key catalyst for meeting employment needs and supporting economic growth is delivering quality infrastructure improvements. The EDNA specifically states that without adequate infrastructure provision the employment growth scenarios for Southend will not be achieved. This aspect is considered within [Section 2.7 Transport and Access](#) below and will need to be further developed as the New Local Plan is prepared.

### Safeguarding the Existing Stock

It is proposed that a number of key employment areas should continue to be designated and safeguarded for such uses as set out in [Table 2](#). These employment areas are identified in [Map 2](#).

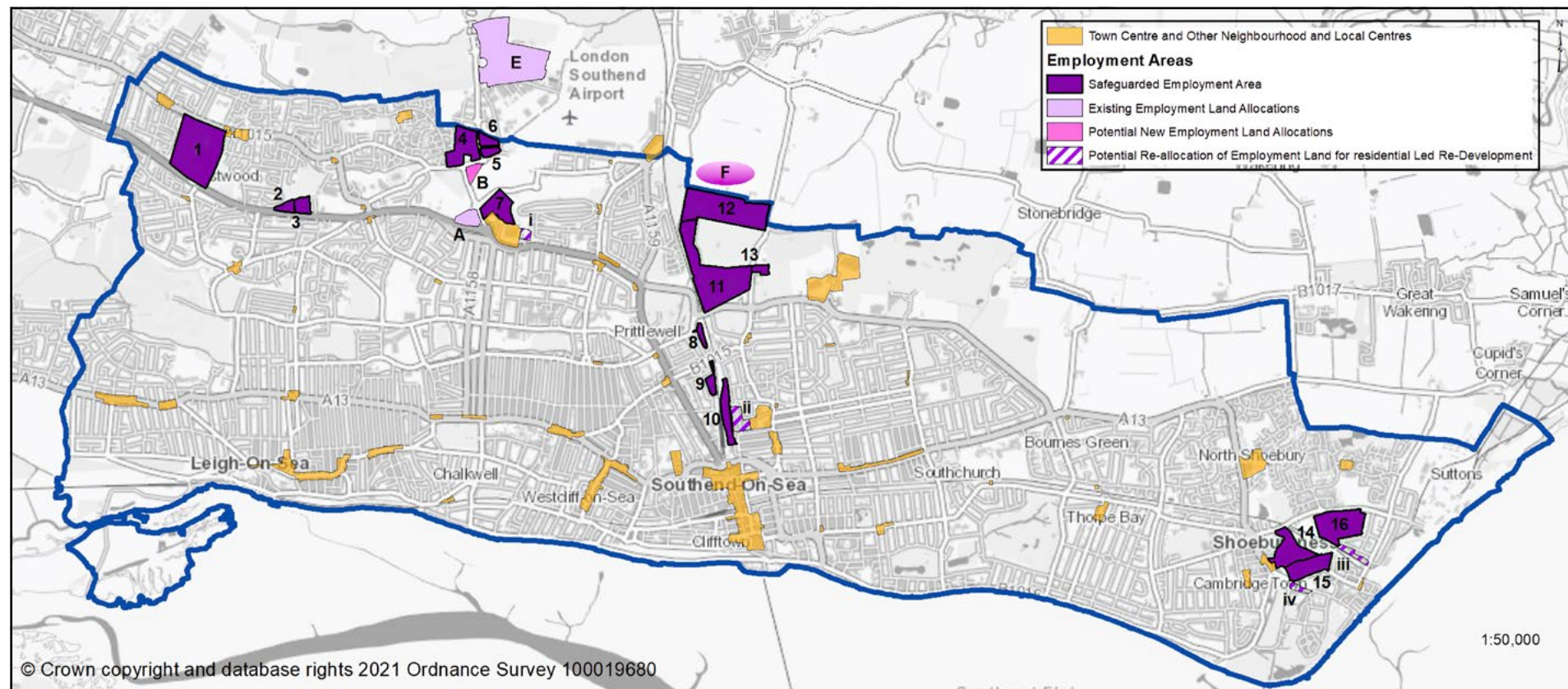
It is considered that a number of the sites listed in [Table 2](#) on the following page could also provide additional employment floorspace of 500 sqm and above through the intensification of uses, notably at Progress Road and Stock Road/Temple Farm and should be promoted as such as part of the New Local Plan.

**Table 2: Proposed Employment Land Designations**

Map Ref.	Site	Description	Neighbourhood Area	Land Area (ha)	Vacant Premises (Nov 2017)
1	Progress Road	General Industrial and Business	Eastwood	21.46	7.8%
2	Airborne Industrial Estate	General Industrial and Business	Eastwood	1.39	0%
3	Airborne Close	General Industrial and Business	Eastwood	2.02	0%
4	Comet Way	General Industrial and Office	Eastwood	7.16	17.4%
5	Laurence Industrial Estate	General Industrial	Eastwood	1.26	15.4%
6	Aviation Way	General Industrial and Business	Eastwood	1.59	0%
7	Thanet Grange	Business	Prittlewell	5.41	0%
8	Priory Works	General Industrial	Prittlewell	0.96	30.4%
9	Tickfield Avenue	General Industrial and Business	Southend (Central)	1.42	0%
10	Short Street	General Industrial and Office	Southend (Central)	4.03	7.1%
11	Stock Road	General Industrial and Business	Edge of Southend/ New Neighbourhood	21.40	11.5%
12	Temple Farm	Modern General Industrial and Business	Edge of Southend/ New Neighbourhood	18.90	16.5%
13	Rosshill Industrial Park	General Industrial and Business	Edge of Southend/ New Neighbourhood	1.13	16.1%
14	Towerfield Road	General Industrial and Business	Shoeburyness	7.25	11.7%
15	Campfield Road	General Industrial and Business	Shoeburyness	6.13	0%
16	Vanguard Way	General Industrial and Business	Shoeburyness	10.69	8.6%
Total				112.20	



Map 2: Proposed Employment Land Designations



Mapping Feature (Potential Residential Sites) **Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations** ([opus4.co.uk](https://opus4.co.uk))

### Additional Employment Land Provision

National Policy Guidance outlines that local authorities should develop an idea of the future economic needs of their area based on a range of data and forecasts of quantitative and qualitative requirements. In this respect, planning for growth should avoid relying upon using single sources of data or forecasts which tend to rely on a number of different variables that are inevitably subject to change.

The Employment Topic Paper<sup>6</sup> reviews a number of economic growth scenarios including those set out in the EDNA and concludes that:

- in terms of office employment requirements, these are more likely to be around 16,000 sqm – this consists of the lowest positive projection across the scenarios tested in this analysis. Although, the office market is currently characterised as weak and very localised, the New Local Plan should provide for long-term and future growth needs without overestimating the levels of demand.
- in relation to the industrial and distribution requirements, it is estimated that the combined figure should be around 7,280 sqm reflecting increasing labour supply protection. This level of demand reflects better the past and emerging trends that have been recorded by the market, allows for some flexibility and unearths any latent demand.

To meet this identified need and to provide for a degree of flexibility, it is proposed that:

- land at Nestuda Way<sup>7</sup> is designated for employment use;
- smaller sites that will deliver a proportion of employment floorspace are promoted as part of mixed-use developments, within local neighbourhood centres; and
- niche office developments are promoted as part of regeneration proposals for the Southend town centre – see **Section 3: Southend Neighbourhoods**.

The EDNA identifies the important role that town centres play in not only providing opportunities in the digital, cultural and creative sector but also providing the opportunity more generally to encourage smaller and more diverse employment activity. A level of professional and business sector growth in particular could be expected to locate in town centre environments considering their strong link with population clusters, and the level of service, amenities and facilities they provide in one location.

In addition to the above sites and opportunities, the Borough Council is actively pursuing the provision of new employment land to the north of Southend in liaison with Rochford District Council as part of a joint approach to meeting future development needs in the sub-region. This includes land at the Airport Business Park and potentially to the north of the Temple Farm estate, both situated within the administrative district of Rochford. If agreed, these sites will be identified in the emerging Rochford New Local Plan.

Collectively, these sites and their potential contribution to future employment land provision are set out in **Table 3** on the following page and identified in **Map 2**.

<sup>6</sup> [localplan.southend.gov.uk/evidence-documents](https://localplan.southend.gov.uk/evidence-documents)

<sup>7</sup> Land at Nestuda Way is currently identified for employment use in the London Southend Airport and Environs Area Action Plan.

**Table 3: Potential New Employment Land Allocations**

	Map Ref.	Broad Development Type	Name	Potential Use	Neighbourhood Area	Land Area	Comments
Within Southend Borough	A	Provision of new Employment land within Southend	Nestuda Way	Range of employment, including convenience retail, EV charging hub	Eastwood	2.75	Being promoted for a range of uses including potential retail and/ or EV charging hub. Currently allocated for employment within Airport Joint Area Action Plan.
	B		Land at Nestuda Way/ Eastwoodbury Lane	General Employment	Prittlewell	1.56	Promoted for potential car show room. However, proximity to airport runway may prohibit development.
	C	Intensification of economic uses within existing employment areas	Southend Town Centre and other neighbourhood and local centres	Niche/ small scale employment activities as part of mixed-use schemes/ refurbishment	Southend town centre and other neighbourhoods	Various	No specific allocations. See section 2.4.
	D		Existing employment areas along A127/ A1159 corridor	Intensification of existing employment uses	Various	Various	No Specific allocations. Focussed around Progress Road, Temple Farm and Stock Road (Map Ref – 1, 2, 4)
Within Rochford District	E	Provision of new employment land on the edge of Southend with Rochford District	Airport new business park	Range of employment	North of Airport	27.05	Proposed within Airport Joint Area Action Plan – Committed site being built out. To be considered as part of Rochford New Local Plan.
	F		Land to the north of the Temple Farm Estate	Range of employment and flexible work spaces	As part of a series of new neighbourhoods on the edge of Southend	TBC	Currently agricultural land. To be considered as part of Rochford New Local Plan as part of a series of new neighbourhoods to the north of Southend. See Section 2.3 Strategy Option D.



## Re-allocation of Employment Land to housing-led redevelopment

A number of economic forecasts summarised in the Employment Topic Paper<sup>8</sup> indicate a negative land requirement for industrial uses within the Borough. As such the opportunity for re-allocating such employment use to other uses, such as housing, is identified. The report identifies three sites as having the weakest offer, suffering from high levels of vacancies, namely:

- Prince Close – the continued employment use at this site has been severely reduced by recent permissions for residential development. Once the permissions are implemented the site will lose most of its employment footprint and this combined with its context and restricted access do not make it attractive for employment investment.
- Grainger Road – is identified as being unlikely to be appropriate for future employment use due to its location, the vicinity of retail and residential properties and its poor quality and poor accessibility.
- Terminal Close – is currently underutilised with half of the site being vacant and difficult to let due to the poor condition of premises and the unviable nature of the significant investment that would be required to bring the site up to modern day standards.

In addition to the above three sites, part of the Shoebury Garrison (Phase 1) regeneration scheme is identified for employment uses. However, since its designation take up rates have been slow and only a small proportion of the site is occupied by employment activities. The only newly developed commercial space in the area relates to a retail food store. Given this context and that the employment area will mainly comprise residential uses once existing planning permissions are built out, it would

be inappropriate to continue promoting the site as an employment area.

Having regard to all these considerations it is proposed that the New Local Plan should re-allocate these designations for housing led redevelopment as set out in **Table 4** below and **Table 2**.

**Table 4: Potential Re-allocation of Employment Land to housing led redevelopment**

Map Ref.	Site	Description	Neighbourhood Area	Land Area (hect.)	Vacant Premises (Aug 2020)
i	Prince Close	General Industrial	Prittlewell	0.90	33%
ii	Grainger Road	General industrial	Southend (Central)	2.76	41%
iii	Terminal Close	General Industrial	Shoeburyness	0.94	47%
iv	Shoebury Garrison	Smaller Scale General Industrial	Shoeburyness	1.49	0% although over half are no longer in employment use
Total				6.09	

<sup>8</sup> [localplan.southend.gov.uk/evidence-documents](https://localplan.southend.gov.uk/evidence-documents)

### Other Policy considerations

Due to recent changes in planning law to the General Development Order<sup>9</sup>, it is now possible to change an employment use to other uses without the need to apply for express planning permission. As such existing planning policies to protect employment space will become less effective where these relate to existing B1(a/b/c)<sup>10</sup> premises, because there will no longer be the same degree of planning control to change an employment use to retail, leisure and community use. The New Local Plan will therefore need to state clearly the protection of office – Use Class E(g)(i)/(ii), light industrial – E(g)(iii), industrial, B2 General Industrial, and B8 Storage or distribution uses – by labelling as appropriate within the emerging policies and allocations. This will be justified in Southend where there is pressure from other Class E uses and there is also a constrained land supply in general.

### Economic Recovery and Meeting Employment Needs

#### What does this issue cover?

- Protection of important employment sites and premises
- Identification of new employment locations and opportunities
- Potential release of underused employment areas for new uses (redevelopment of poorer quality employment sites)

#### What information or evidence do we need for this issue?

- Housing and Employment Land Availability Assessment (HELAA) (2020)
- Southend Economic Strategy (2017)
- South Essex Economic Development Needs Assessment (EDNA) (2017)
- Southend Employment Topic Paper (2021)

#### Related Southend 2050 Outcomes – where we want to be

- Key regeneration schemes, such as Queensway, seafront developments and the Airport Business Park are underway and bringing prosperity and job opportunities to the Borough.
- Southend is a place that is renowned for its creative industries, where new businesses thrive and where established employers and others invest for the long term.
- Southend provides fulfilling careers for our residents, and enough job roles to match the needs of the population.
- Southend businesses feel supported to respond to economic shock; adapt to evolving global markets; and, have the tools to preserve their businesses by responding effectively and positively to change.

<sup>9</sup> The Government Recently introduced under the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 changes regarding the Use Class Order which took effect on 1 September 2020.

<sup>10</sup> Use Class B1 – Business, (a) Office other than a use within Class A2, (b) Research and Development of products or processes, (c) For any industrial process (which can be carried out in any residential area without causing detriment to the amenity of the area).

## 2.1 Economic Recovery and Meeting Employment Needs

# Have your say...

### Please explain your answers

- a. Do you agree with the employment sites proposed to be safeguarded as set out in Table 2 and Map 2? Please reference the site.
- b. Do you agree with the identified potential new employment sites as set out in **Table 3** and **Map 2**? Please reference the site.
  - i. Should we prioritise the provision of new employment land within Southend (Sites A + B); or
  - ii. Should we prioritise the intensification of economic uses within existing employment areas (Areas C + D); or
  - iii. Should we prioritise the provision of new employment land on the edge of Southend in partnership with Rochford District Council (Sites D + F)? or
  - iv. Should we prioritise all or a combination of the above?
- c. Do you agree with the identified potential re-allocation of employment sites to residential-led redevelopment as set out in **Table 4** and **Map 2**?
- d. Do you agree with how we plan to meet employment needs? Please explain your answer.

You can also view and comment on all the individual sites using the online mapping feature Southend-on-Sea Borough Council – <https://southend.opus4.co.uk/planning/localplan/maps/map-1-borough-wide-map-with-neighbourhoods-and-specific-housing-and-employment-allocations>



## 2.2 Providing Community Services and Infrastructure

Providing quality services for the future health, education, sports and leisure and community needs of the Borough's residents are fundamental factors in achieving a high quality of life, and with a growing population it is essential that these are planned in such a way that they meet the future demands that are placed upon the town. **Growth within Southend needs to be infrastructure led, ensuring key services and facilities are delivered when and where they are needed, taking account of existing capacity and the phasing of future development.**

Good quality infrastructure is essential to enable growth to occur. This includes physical infrastructure such as utilities (water, electricity, gas, digital, etc) as well as wider social infrastructure such as schools, health, sports and leisure facilities. It is known that there are localised issues with infrastructure within the Borough that will require addressing in the future. Examples are some schools being full with others undersubscribed, sewer capacity limitations and weaknesses in the electricity grid in parts of Leigh.

New development can exacerbate current problems if these are not addressed but also has the potential to significantly improve the situation through new investment that also benefits existing users. An example of this would be a new Link Road (multi-modal) between the A127 and Shoeburyness, which would be vital in facilitating new neighbourhood/s to the north of Southend, whilst providing relief to the local network to the east of the borough (See [Section 2.7](#)).

A high-level assessment of different infrastructure types in Southend has already been undertaken as part of the South Essex Strategic Infrastructure Position Statement (SIPS)<sup>1</sup>. The provision of community services and infrastructure is the responsibility of a range of public and private bodies. Discussions have been held with various providers which will continue as part of detailed plan preparation as it becomes clearer what sites will be included within the New Local Plan.

A detailed Infrastructure Delivery Plan will be prepared for the New Local Plan to identify what the current issues are and the implications of growth. It will also identify potential timescales for improvements and how these will be funded. Examples of funding mechanisms include the Business Plans of individual providers and developer contributions, including through a review of the Community Infrastructure Levy and legal agreements such as Section 106 Agreements under the Town and Country Planning Act.

<sup>1</sup> [localplan.southend.gov.uk/evidence-documents](https://localplan.southend.gov.uk/evidence-documents)

## Providing Community Services and Infrastructure

### What does this issue cover?

- Community facilities and other infrastructure priorities
- Planning for future demand for social and community infrastructure for people at all stages in their lives

### What information or evidence do we need for this issue?

- Southend and Rochford Settlement Role and Hierarchy Study (2020)
- Southend Playing Pitch Strategy and Built Facilities Strategy (2018)
- South Essex Strategic Infrastructure Position Statement (2019)
- Infrastructure Delivery Plan (to be reviewed)

### Related Southend 2050 Outcomes – where we want to be

- Residents feel the benefits of social connection, in building and strengthening their local networks through common interests and volunteering
- A range of initiatives help increase the capacity for communities to come together to enhance their neighbourhood and environment
- Our streets and public spaces are valued and support the mental and physical wellbeing of residents and visitors
- Southenders are remaining well enough to enjoy fulfilling lives, throughout their lives
- People have a wide choice of transport options
- Southend is a leading digital city with world class infrastructure that reflects equity of digital provision for the young, vulnerable and disadvantaged.

## 2.2 Providing Community Services and Infrastructure

# Have your say...

### Please explain your answers

Please refer to **Part 3: Southend Neighbourhoods** to comment and view infrastructure priorities for each neighbourhood within Borough and **Section 2.7: Transport and Access** to comment on transportation.

- a. Do you agree that new infrastructure and community services should be delivered as part of the phasing of new development? Are there any infrastructure types we should prioritise due to current capacity issues, if so, what are these?

## 2.3 Providing New Homes

### What does this issue cover?

- Exploring identified housing need and the supply of new homes
- Identifying sites for future housing to meet anticipated needs
- Identification of comprehensive new neighbourhoods

### What information or evidence do we need for this issue?

- Housing and Employment Land Availability Assessment (HELAA) (2020)
- South East Essex Strategic Growth Locations Assessment (2019)
- South Essex Strategic Growth Locations Study (2020)
- Housing, Homelessness and Rough Sleeping Strategy (2018)
- Southend and Rochford Settlement Role and Hierarchy Study (2020)
- Rochford and Southend Joint Green Belt Study (2020)
- Rochford and Southend Landscape character, sensitivity and capacity study (2019)

### Related Southend 2050 Outcomes - where we want to be

- We are well on our way to ensuring that everyone has a home that meets their needs
- Residents feel safe and secure in their homes
- We are all effective at protecting and improving the quality of life of the most vulnerable in our society

### What You Said

As described above within **Section 2: Spatial Strategy**, the Issues and Options consultation document (2019) set out three possible options for meeting future development needs, namely:

**Option 1:** all development provided within the existing built up area.

**Option 2:** most development provided within the existing built up area with some development on the urban edges on green field and Green Belt land in Southend.

**Option 3:** Option 2 + working with neighbouring authorities to develop a comprehensive new settlement on Green Belt land (strategic scale development).

**Of the three options, Option 3 attracted the most support as it provided the best opportunity for accommodating the necessary growth.**



## Our Response

**Having regard to your feedback and recognising that Option 3 attracted the most support, we have carried out further assessments and refined the options to include potential development sites for this consultation.**

It was also clear from your feedback that we needed to fully assess different options to achieve a higher level of development from within the existing urban area of the Borough without detrimentally affecting the character and fabric of the urban environment. This is critical to determining what residual level of need is required to be accommodated outside the existing urban area and to provide an evenly phased development programme across the whole of the plan period.

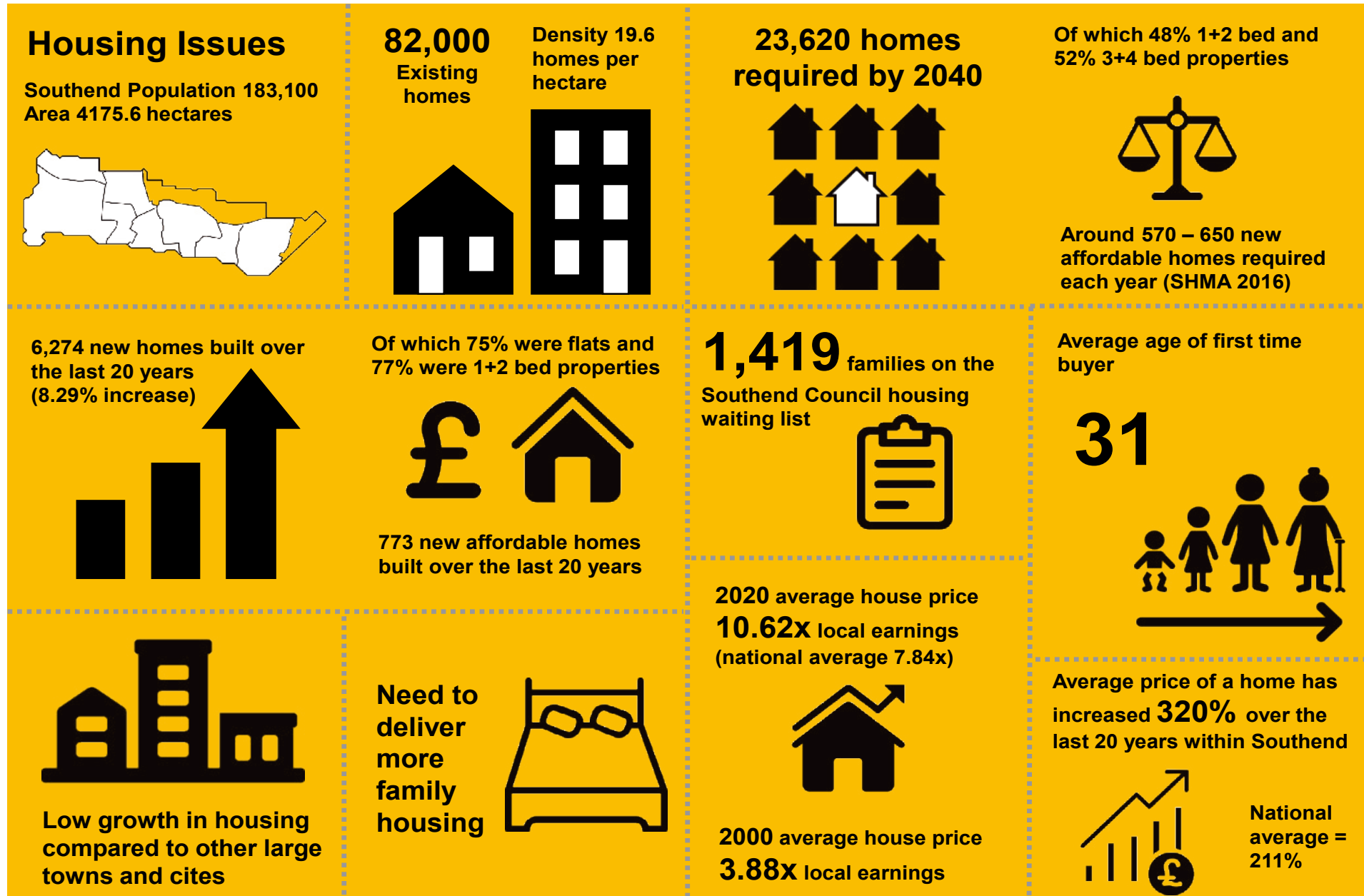
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**Having an up-to-date Local Plan that is shaped through community engagement, provides an important tool to help manage future development proposals that would otherwise come forward without local policies guiding the type, scale and location of new development.**

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## Worsening Affordability and Housing Pressures

Housing in Southend, and South Essex as a whole, has become less and less affordable in recent years. Indeed, for many it is simply unaffordable. When compared to the national average, we have high rates of overcrowding, enforced house sharing, and homelessness. We continue to see rising house prices and private rents outstripping local wage levels. It is very hard for our young people to get on the housing ladder. Not enough housing is being built in the area and the New Local Plan needs to facilitate a step-change in housing delivery in the future whilst respecting climate change implications, protecting our parks, delivering new infrastructure, including schooling and transport and safeguarding the character of the town.



### 2.3i Requirement for New Homes

Housing is an important issue, particularly its affordability, not just for Southend but nationally. The Government Standard Method for calculating the number of homes required over a 20-year period for Southend indicates the need for approximately **23,600 new homes** (1,181 homes per annum). Only about a third of this rate was built each year between 2001-2020, the majority of this development taking place on previously developed land within the existing built-up area of Southend. Sufficient levels of new family and affordable housing have not been delivered over the last 20 years.

If we do not seek to meet the Government housing target, either by ourselves or through South Essex Authorities working together, then it is likely that housing outcomes in the area will relatively worsen and the Local Plan will need to demonstrate robust reasons for why it is not possible to deliver more homes via the Local Plan. Furthermore, the Government's 'Housing Delivery Test' may in future apply a presumption in favour of development. This will make it significantly harder to reject proposals that do not comply with the New Local Plan on matters such as poor design or loss of existing land uses. There is also a risk that development within the Green Belt could come forward in a more piecemeal way without the necessary infrastructure than it might otherwise occur if it comes forward as part of the Local Plan. There is therefore a clear imperative to look at all opportunities for how and where our housing need can be met.

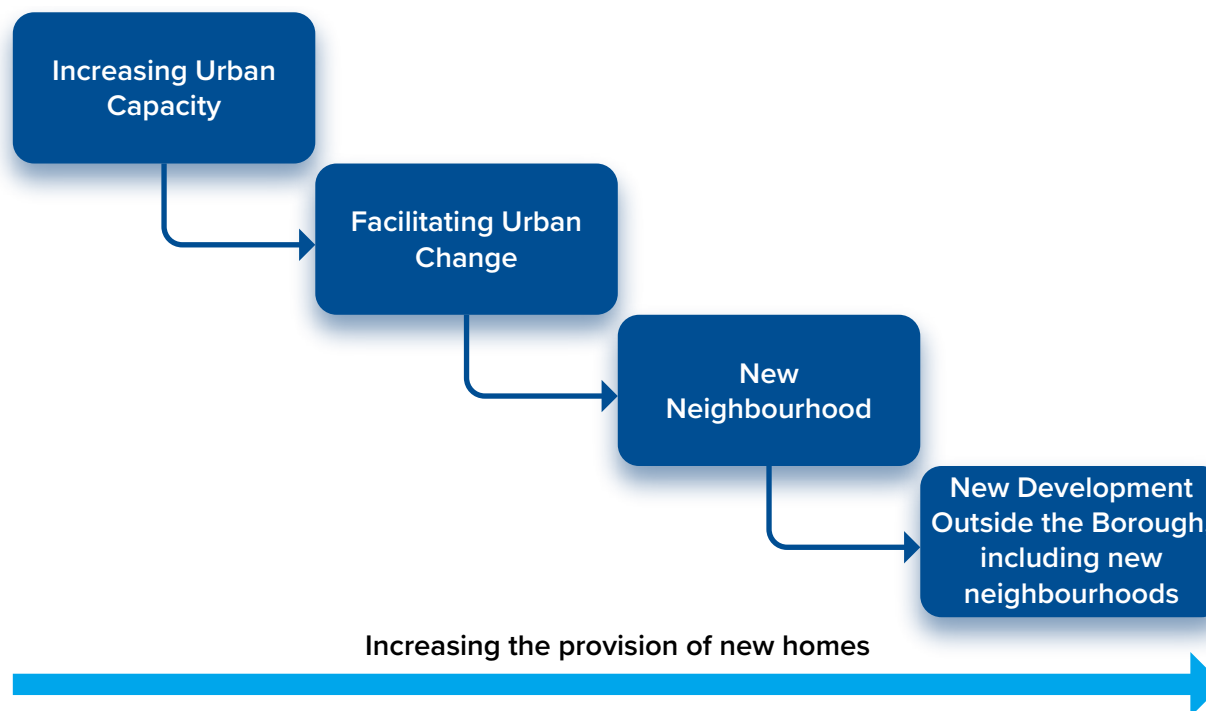
### Meeting the Requirement for New Homes

Following your feedback during the Local Plan Issues and Options Consultation (2019) we have carried out further assessment and refined the options further and present four mutually inclusive Strategy Options that can contribute to the supply of new homes (see also, Figure 7).

The Strategy Options are:

- **A. increasing Urban Capacity** – sites that broadly accord to existing plan policies located on previously developed land.
- **B. facilitating Urban Change** – including sites that would likely require a change to existing plan policies to come forward or would include the redevelopment of some existing residential accommodation.
- **C. provision of a new Neighbourhood** – including sites within the Green Belt and at Fossetts Farm within Southend Borough.
- **D. new Development Outside the Borough** – including sites that could provide expanded new neighbourhoods on the edge of Southend located within the Green Belt in Southend Borough and Rochford District or sites elsewhere in South Essex.

**Figure 7: Potential Broad Strategy Options of Housing Supply**



The number of new homes that could potentially be achieved from each strategy option and component is detailed in [Table 5](#) on the following page. A range of evidence base documents have been completed to determine potential development rates within the existing urban area having regard to density and character and form of the area. These can be viewed on the Councils' website at [localplan.southend.gov.uk/evidence-documents](http://localplan.southend.gov.uk/evidence-documents)

This approach follows national planning policy by ensuring all opportunities to meet housing needs are explored before looking at sites within the Green Belt, including making as much use as possible of sites

within urban areas, underutilised brownfield land and optimising densities in locations served well by public transport.

**Each Spatial Option and Component consists of a number of individual sites that are being promoted to us for development.** To view and comment on individual sites please see [Part 3: Neighbourhoods](#). You can also use the interactive mapping tool via the [New Local Plan website](#).

The number of new homes coming forward on sites already with planning permission has been included within [Table 5](#). However, they are not the focus of this consultation as the decision cannot be changed by its outcome.

Table 5: Potential Housing Contribution by Strategy Option

Local Area	Strategy Options	Components of Strategy Option (Broad Type of Sites)	Potential No. of New Homes (rounded)	Compliance with existing policy <sup>1</sup>
Southend-on-Sea Borough	A. Increasing Urban Capacity	Sites with Planning Permissions <sup>2</sup>	3,700	Yes
		Windfall (no-sites)	4,000	
		Existing Allocated Sites	1,200	
		Urban Area Sites (previously developed land)	1,700	
	<b>Total (A)</b>		<b>10,600</b>	
	B. Facilitating Urban Change	Housing Regeneration Sites	850	No
		Employment Land Release Sites	750	
		Sites on Agricultural Land within Settlement Limits	350	
		Sites on Green Space within Settlement Limits <sup>3</sup>	300	
	<b>Total (B)</b>		<b>2,250</b>	
	<b>Total Supply within Urban Area (A+B)</b>		<b>12,850</b>	
	C. Provision of new Neighbourhood on edge of Southend	Fossett Farm Sites	1,850	Yes
		Sites currently designated as Green Belt	5,350 <sup>4</sup>	No
	<b>Total (C)</b>		<b>7,200</b>	
	<b>Total Potential Supply in Southend Borough (A+B+C)</b>		<b>20,050</b>	
South Essex Local Authorities	D. Development outside the Borough	Provision of new neighbourhood on edge of Southend in Southend Borough (Strategy Option C) PLUS Assistance from Rochford District Council to provide a series of new neighbourhoods on the edge of Southend currently designated as Green Belt <sup>5</sup>	4,900 <sup>6</sup> (Total C+D = 12,100)	No
		Neighbourly help from elsewhere	To be confirmed	
	<b>Total Potential Supply (A+B+C+D)</b>		<b>24,950</b>	

<sup>1</sup> Refers to likely compliance with existing policy, not a detailed assessment of the current adopted development plan. Sites within scenarios classified as non-compliant could still come forward now depending on the policy constraint and other material considerations, but generally would require policy review as part of the preparation of this new Local Plan.

<sup>2</sup> Includes both large (5 homes or more) [2,664 dwellings] and small sites (less than 5 homes) with planning permission and those sites being implemented as of April 2019 [1,026]

<sup>3</sup> Currently protected as public open space. The sites identified as having potential represent approximately 1% of all the protected green space in the Borough.

<sup>4</sup> 4,600 homes estimated to be delivered within Plan Period to 2040

<sup>5</sup> Exploring strategic scale development on the edge of Southend. [South East Essex Strategic Growth Locations Assessment 2019](#)

<sup>6</sup> 3,950 homes estimated to be delivered within Plan Period to 2040





### Meeting Housing Need

As set out above national policy outlines that Local Plans must seek to meet housing need in full as well as any needs that cannot be met within neighbouring areas where it is possible to do so. The number of homes that is needed in Southend by 2040 is approximately **23,600** (1,181 homes per annum).

**Table 5** sets out the maximum amount of housing that could be delivered within the existing urban area is **12,850** new homes (**Strategy Option A and B**). This represents a significant uplift in the past deliver of housing within Southend. However, 8,900 of these new homes are from sites that already have planning permission, are already allocated for development or are assumed to come forward over the plan period from windfall supply and therefore do not comprise any new allocation within the New Local Plan.

If a new neighbourhood (**Strategy Option C**) were to be delivered on the edge of the urban area but within Southend, an additional 7,200 homes could be provided, which includes up to 5,350 homes on Green Belt land. This would result in a maximum supply of between **19,300 - 20,050** new homes within Southend by 2040<sup>7</sup>, which represents a shortfall of 3,550 to 4,300 in the number of homes needed during the plan period (see **Table 6**). This shortfall may increase if sites presented within the New Local Plan are not brought forward or lead in times are such that less homes are delivered by 2040.

<sup>7</sup> 19,300 new homes within the Plan Period to 2040, due to the long lead in times for potential new neighbourhood as part of Strategy Option C.



In such circumstances the Borough Council will continue to engage with Castle Point Borough Council and Rochford District Council as neighbouring authorities and other South Essex authorities to determine whether the shortfall in housing need can be delivered elsewhere.

Strategic scale development through the delivery of a series of new neighbourhoods (**Strategy Option D**), on the edge of Southend including land within Rochford District, has the potential to deliver a potential additional 4,900 homes<sup>8</sup> which would help meet the Government's assessed Standard Method for housing needs for the area over a 20-year period.

**Table 6: Housing Need versus Potential Supply**

	Housing Supply (estimated)		Housing Need (Government Standard methodology)	Shortfall/ Surplus (estimated)	
	by 2040	Total		by 2040	Total
Total supply in Southend, including the delivery of a new neighbourhood on Green Belt land (Table 5: A + B + C)	19,300	20,050	23,600	-4,300	-3,550
Supply in Southend if new neighbourhood on Green Belt land is not delivered (Table 5: A + B + Fossetts Farm Sites)	14,700	14,700		-8,900	
Total supply including assistance from Rochford District Council to provide a series of new neighbourhoods on the edge of Southend (Table 5: A + B + C + D)	23,250	24,950		Potential to meet housing need	

<sup>8</sup> 3,950 within Plan Period to 2040 due to the long lead in times for potential series of new neighbourhoods as part of Strategy Option D

### 2.3ii Broad Type of Sites (Strategy Option Components)

The 'Broad Type of Sites' (Strategy Option Components) make up the different Strategy Options set out above, and consist of individual sites that are being promoted to us for development and have been grouped for analysis (see [Map 3](#))

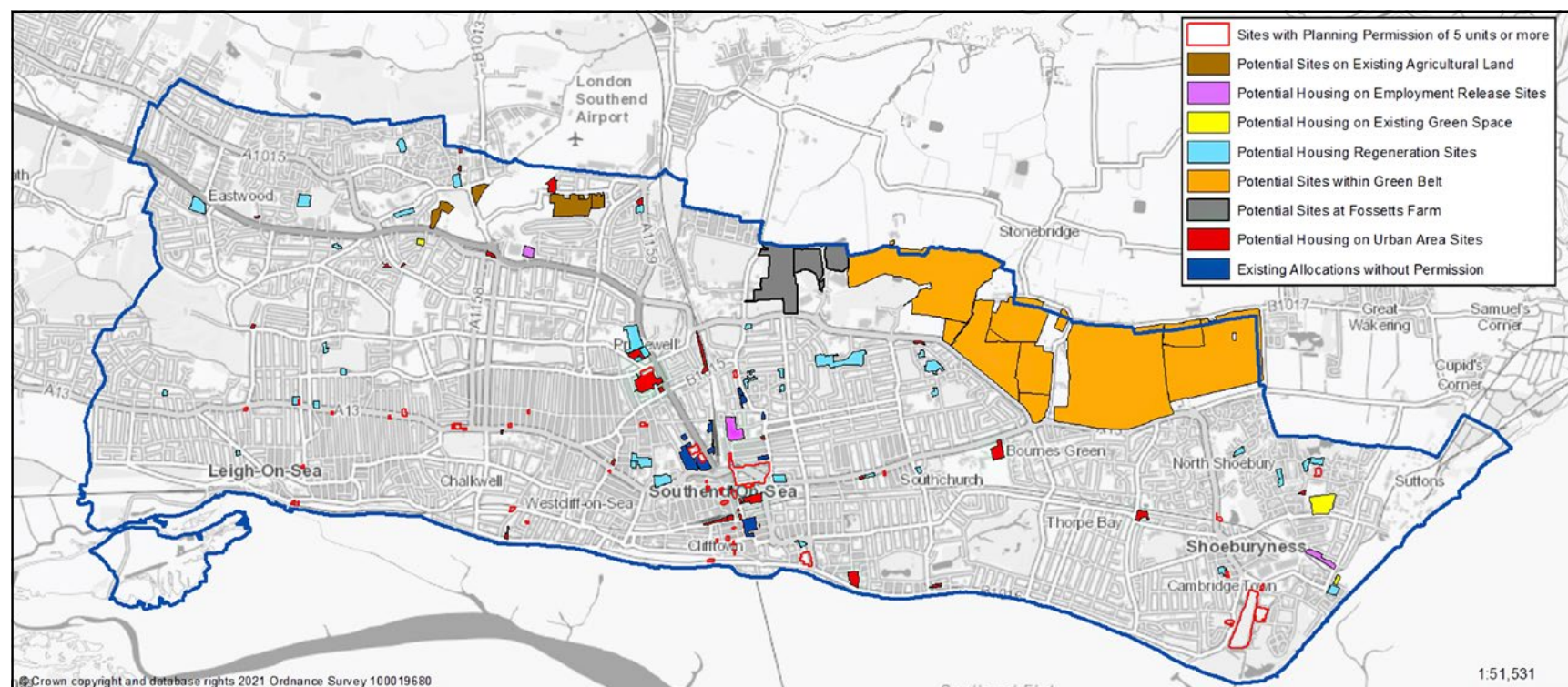
**We are interested in your views on the merits and disadvantages of each 'Broad Type of Site'.**

To view and comment on individual sites please refer to [Part 3](#):

**Neighbourhoods.** You can also use the interactive mapping tool via the New Local Plan website at [localplan.southend.gov.uk](http://localplan.southend.gov.uk)

Sites with planning permission can be viewed on [Map 3](#). They are not the focus of this consultation, although it is proposed that such sites will also be allocated if they have not been implemented before we finalise the New Local Plan.

**Map 3: Components of Growth: Spatial distribution of Broad Type of Sites (Strategy Option Components)**



Mapping Feature (Potential Residential Sites) [Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations \(opus4.co.uk\)](#)

## Strategy Option A: Increasing Urban Capacity

### Headlines – Strategy Option A



Potential 10,600 new homes (mainly flats, of which 10 – 20% affordable)



Opportunity to regenerate & invest in existing urban area/ derelict land



4,900 new homes with planning permission or already allocated, a further 4,000 via windfall



Shorter lead in times for development



£42m estimated contribution to new/ improved infrastructure<sup>9</sup>



Transport mitigation & improvements likely to be made off-site, improving existing network.



Requirements for education & health likely to be met through expansion of existing facilities



Access to parks & leisure facilities likely to rely on existing provision



£1.9bn estimated Construction Value. 13,500 estimated direct Construction Jobs<sup>10</sup>



£53m estimated first occupation expenditure<sup>11</sup>



£276m estimated additional residential expenditure per annum to help support local jobs<sup>12</sup>

**Southend  
Borough**

All sites within Southend Borough

<sup>9</sup> Assumes \$106 of £1,400 per dwellings, averaged CIL rate of £50per sqm, average size of dwellings size of 65sqm, 20% affordable housing

<sup>10</sup> Assumes average house size of 100sqm, BCIS Jan 2021 for Southend £/sqm, 30% affordable housing; construction turnover per worker based on ONS Annual Business Survey

<sup>11</sup> Assumes £5,000 per dwelling; resident expenditure based on ONS Family Spending Survey (all households)

<sup>12</sup> Assumes average household size of 2.5 persons, resident expenditure based on ONS Family Spending Survey (all households)

### Broad Type of Sites – Strategy Option A

This comprises development within the existing urban area of Southend and includes windfall, existing planning permissions, existing allocations and sites located on previously developed land. The delivery of sites under this scenario is broadly compliant with existing planning policy.

#### Baseline included in all Options

<b>Windfall</b> (Baseline)	<p>Windfall sites<sup>13</sup> are those that are not specifically identified from the outset in the Local Plan. They normally comprise previously developed land that has unexpectedly become available. These could include, for example, large sites resulting from an unforeseen factory closure or small sites such as a residential conversion or a new flat over a shop.</p> <p>As Southend is almost exclusively urban, it is inevitable that there will be further intensification of the existing urban area and a continual supply of land and buildings reaching the end of their useful life in their current use that may be suitable for residential use or redevelopment. Such developments assist with regeneration, urban renewal and inward investment but must conform with development management and design led policies to ensure there is not a detrimental impact on the local area.</p> <p>Based on analysis of historic and future trends and ensuring there is no double counting with sites listed below, it is estimated that around 4,000 new homes can be provided through windfall development over the next 20 years.</p>
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<b>Permitted Sites</b> (Baseline)	Around 3,700 homes can be delivered from Sites with Planning Permission and are not the focus of this consultation.
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#### Strategy Option A

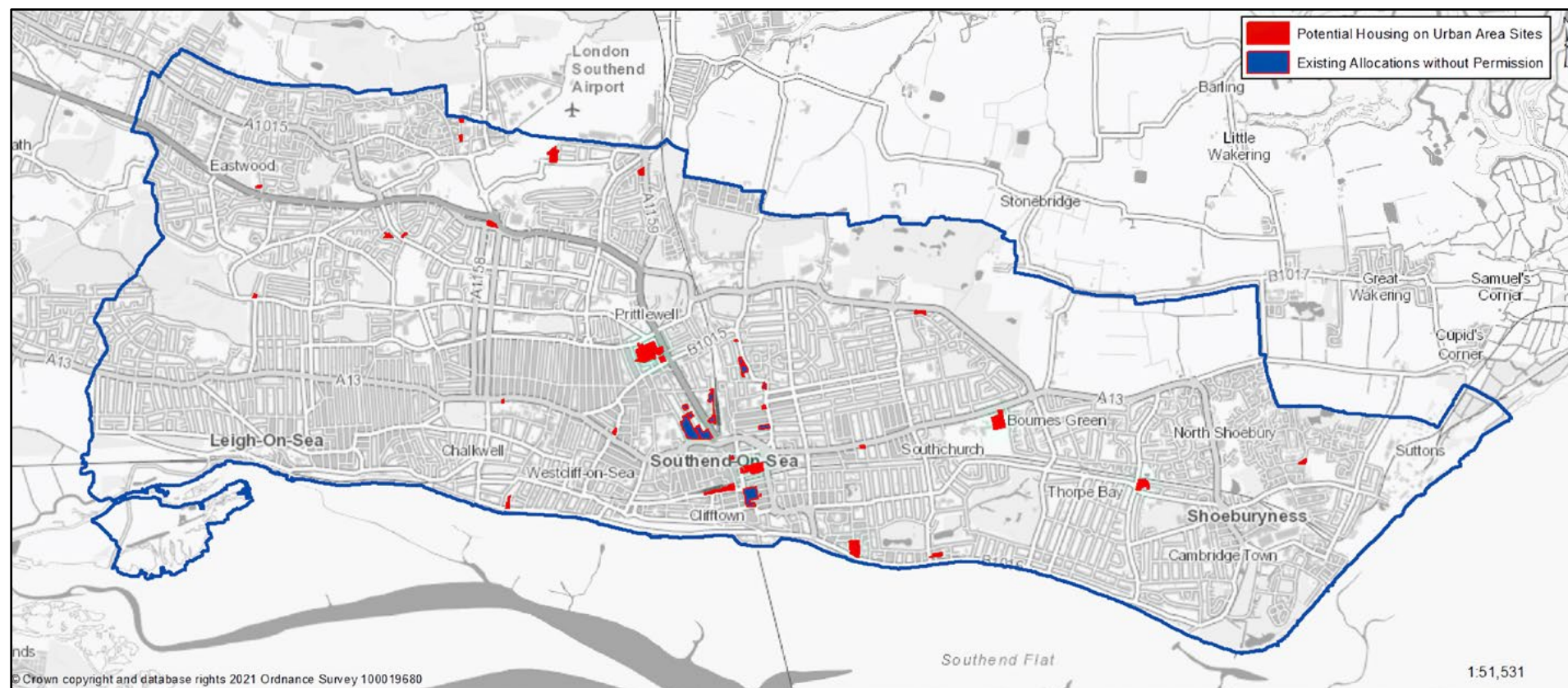
<b>Existing Allocated Sites</b> (Strategy Option A)	Sites without permission but allocated in the Southend Central Area Action Plan (SCAAP) adopted in 2018, where the principle for development has already been set and therefore should be included within the New Local Plan.
--	---

<b>Urban Area Sites</b> (Strategy Option A)	Not currently allocated in the SCAAP, which sit within the existing urban area of the Borough and have development potential. Most will be characterised as previously developed land. The Government supports the redevelopment of such sites to assist urban renewal, ensuring the efficient use of land as well as providing for additional homes.
--	---

<sup>13</sup> Windfall can include permitted development that does not require planning permission, and therefore, the Borough Council has limited influence on managing such development.



Map 4: Increasing Urban Capacity – Broad Type of Sites<sup>14</sup>



Mapping Feature (Potential Residential Sites) [Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations \(opus4.co.uk\)](#)

<sup>14</sup> Does not depict those sites with planning permission – please refer to Map 4 to view sites with planning permission.

Table 7: Increasing Urban Capacity

Component of Strategy Option	Number of new sites as part of Local Plan	Total number of sites	Total number of potential new homes
Sites with planning permission on small sites (less than 5 homes) or those being implemented as of April 2019	0	225	1,000
Sites with planning permission on large sites (5 homes or more)	0	47	2,700
Existing Allocated Sites	0	13	1,200
Urban Area Sites	33	33	1,700
Windfall			4,000
<b>Total</b>	<b>33</b>	<b>318</b>	<b>10,618</b>

To view and comment on individual sites please refer to [Part 3: Neighbourhoods](#). You can also use the interactive mapping tool via the Council's [New Local Plan website](#) and [interactive mapping tool](#).

## 2.3a Providing New Homes: Broad Type of Sites Strategy Option A: Increasing Urban Capacity

# Have your say...

## Please explain your answers

You can view and comment on specific sites within [Section 3: Neighbourhoods](#) or via the website.

- The Southend Central Area Action Plan, adopted in 2018, includes a number of **Existing Allocated Sites**. It is proposed that the New Local Plan will continue to allocate these sites for development. Do you agree with this approach? Please explain your answer.
- Government supports the development of **Urban Area Sites** and these should therefore be included within the New Local Plan. Do you have any comment to make regarding this? Please explain your answer.



## Strategy Option B: Facilitating Urban Change

### Headlines – Strategy Option B



Potential 2,250 new homes (mainly flats, of which 10–20% affordable)



Renewal or redevelopment of council property to provide quality homes for local people



Repurpose underused industrial estates and vacant premises



Small number of sites on green space and agricultural land



£9m estimated contribution to new/improved infrastructure<sup>15</sup>



Transport mitigation & improvements likely to be made off-site improving existing network



Requirements for education and health likely to be met through expansion of existing facilities



Access to parks & leisure facilities likely to rely on existing provision



£0.4bn estimated Construction Value  
3,000 estimated direct Construction Jobs<sup>16</sup>



£11m estimated first occupation expenditure<sup>17</sup>



£58m estimated additional residential expenditure per annum to help support local jobs<sup>18</sup>

## Southend Borough

All sites within Southend-on-Sea Borough

<sup>15</sup> Assumes £106 of £1,400 per dwellings, averaged CIL rate of £50per sqm, average size of dwellings size of 65sqm, 20% affordable housing

<sup>16</sup> Assumes average house size of 100sqm, BCIS Jan 2021 for Southend £/sqm, 30% affordable housing; construction turnover per worker based on ONS Annual Business Survey

<sup>17</sup> Assumes £5,000 per dwelling; resident expenditure based on ONS Family Spending Survey (all households)

<sup>18</sup> Assumes average household size of 2.5 persons, resident expenditure based on ONS Family Spending Survey (all households)

### Broad Type of Sites – Strategy Option B

In addition to the above (Strategy Option A), there are other opportunities for facilitating urban change which could contribute further to meeting future housing needs. These all comprise sites submitted to us as part of the New Local Plan process and include Housing Regeneration Sites, Underused Employment Release Sites, Sites on Green Space and Agricultural Land within the urban area.

#### Housing Regeneration Sites (Strategy Option B)

Located on existing housing estates in public ownership that may benefit from some renewal, redevelopment or expansion to help assist in regenerating the area, providing quality homes for local people, including meeting the needs of an ageing population so residents can remain living in the community.

To gain a comprehensive understanding of development potential, all existing housing estates in public ownership have been included for comment. At the time of publication of this document no Council decision has been made on redeveloping any of these sites unless the site is already allocated or has planning permission, for example Better Queensway.

#### Underused Employment Land Release Sites (Strategy Option B)

Located on outmoded/ underused employment land that could be put to alternative residential use by providing additional new homes that relate better to nearby existing residential properties and may include an element of new commercial floorspace. Includes 3 sites: Grainger, Prince Avenue and Terminal Close Industrial Estates that experience high vacancy rates.

#### Sites on Agricultural Land within existing settlement limits (Strategy Option B)

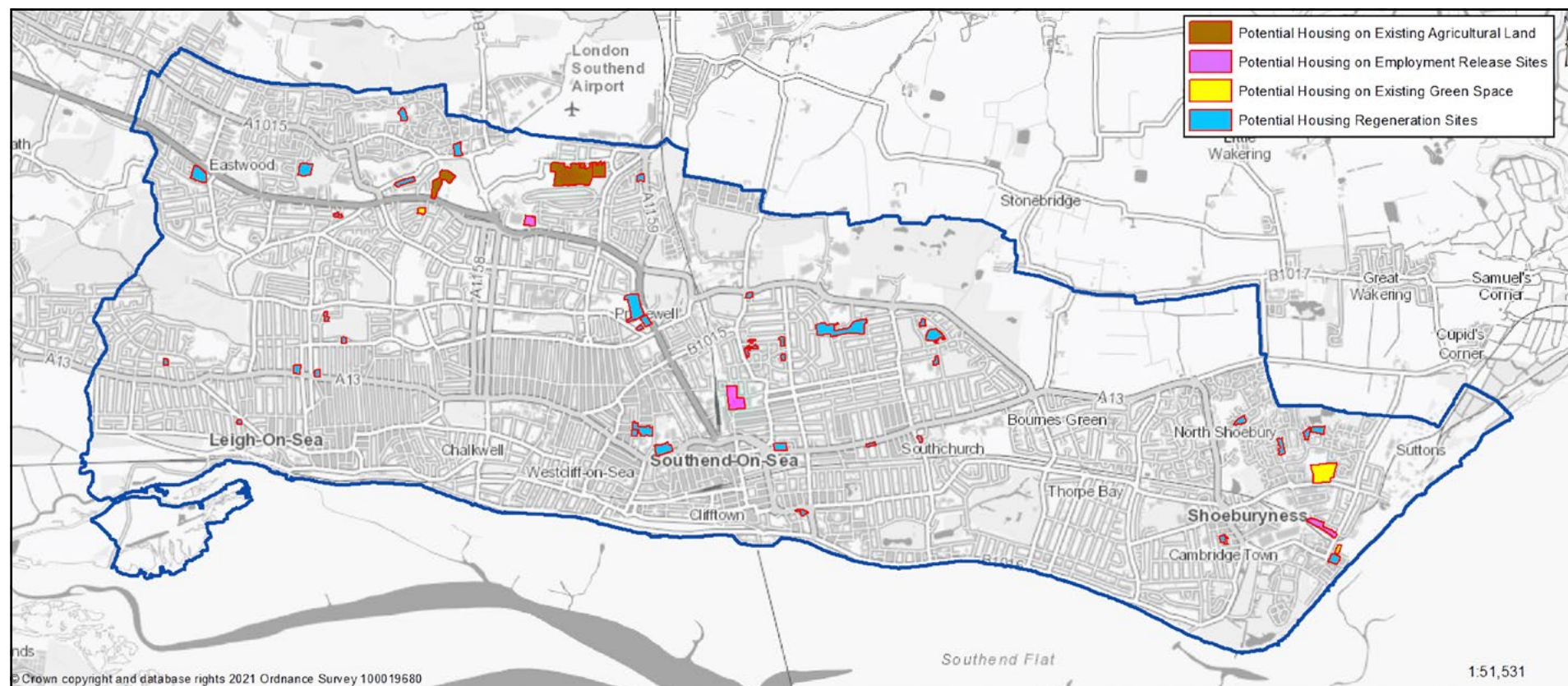
Located on land identified as agricultural land or smallholdings in the Eastwoodbury Lane area have a strategic importance as they could provide an additional link between the A127, London Southend Airport/ Rochford Road and the east of the Borough, providing resilience to Cuckoo Corner and Fossetts Farm, as well as having potential for some additional housing, education facilities and enhanced public open space.

#### Sites on Green Space within existing settlement limits (Strategy Option B)

Located on undeveloped land currently designated as protected green space. The sites, identified as having potential for partial or full redevelopment for housing, represent approximately 1% of all the protected green space in the Borough.

The delivery of sites under this scenario will broadly rely on review of existing planning policy as part of the New Local Plan. See [Map 5](#) and [Table 8](#).

Map 5: Strategy Option B: Facilitating Urban Change<sup>19</sup> – Broad Type of Sites



Mapping Feature (Potential Residential Sites) [Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations \(opus4.co.uk\)](#)

<sup>19</sup> Does not depict those sites with planning permission – please refer to Appendix A to view sites with planning permission.

**Table 8: Increasing Urban Capacity Sites**

Component of Strategy Option	Number of sites as part of Local Plan	Total number of potential new homes
Housing Regeneration Sites	40	850
Employment Land Release Sites	4	750
Agricultural Land within Settlement Limits	5	350
Site on Green Space within Settlement Limits	3	300
<b>Total</b>	<b>52</b>	<b>2,250</b>

To view and comment on individual sites please refer to [Part 3: Neighbourhoods](#). You can also use the interactive mapping tool via the Council's [New Local Plan website](#) and [interactive mapping tool](#).

## 2.3b Providing New Homes: Broad Type of Sites

### Strategy Option B: Facilitating Urban Change

# Have your say...

## Please explain your answers

You can view and comment on specific sites within [Section 3: Neighbourhoods](#) or via the website

- Do you support the principle of allocating **Housing Regeneration Sites** for housing led redevelopment, as shown on [Map 5](#) and [Table 8](#)?
- Do you support the principle of allocating **Employment Land Release Sites** for housing led redevelopment, as shown on [Map 5](#) and [Table 8](#)?
- Do you support the principle of allocating a small number of sites that are currently located on public **Green Space** for housing led redevelopment, as shown on [Map 5](#) and [Table 8](#)?
- Do you support the principle of allocating a small number of sites that are currently located on **Agricultural Land** for housing led redevelopment, as shown on [Map 5](#) and [Table 8](#)?

## Strategy Option C: New Neighbourhood to the north of Southend

### Headlines – Strategy Option C



Potential 7,200 new homes  
(primarily family housing, of which  
30% affordable)



New parks, leisure facilities &  
improved access to remaining  
Green Belt



New and improved access,  
but some uncertainty of linking  
effectively to the A127



Up to 3 new primary schools & new  
health facilities



£243m estimated contribution to  
new/ improved infrastructure<sup>20</sup>



Development at Fossetts Farm & on  
existing Green Belt agricultural land  
- may direct investment away from  
urban area



Potential repurpose/ relocation of  
part of Garon Park golf course



longer lead in times for  
development



£1.3bn estimated Construction Value  
9,500 estimated direct Construction  
Jobs<sup>21</sup>



£36m estimated first occupation  
expenditure<sup>22</sup>



£188m estimated additional  
residential expenditure per annum<sup>23</sup>  
to help support jobs and creation of  
new local centres

## Southend Borough

All sites within Southend-on-Sea  
Borough

<sup>20</sup> Assumes \$106 of £30,000 per dwellings, averaged CIL rate of £50per sqm, average size of dwelling 100sqm, 30% affordable housing

<sup>21</sup> Assumes average house size of 100sqm, BCIS Jan 2021 for Southend £/sqm, 30% affordable housing; construction turnover per worker based on ONS Annual Business Survey

<sup>22</sup> Assumes £5,000 per dwelling; resident expenditure based on ONS Family Spending Survey (all households)

<sup>23</sup> Assumes average household size of 2.5 persons, resident expenditure based on ONS Family Spending Survey (all households)

## Broad Type of Sites – Strategy Option C

Development on the edge of the existing urban area of Southend has the potential to create a comprehensive new neighbourhood including new jobs, supporting infrastructure, parkland and green space. This includes 1,850 new homes at Fossetts Farm and an estimated 5,350 additional homes on land currently designated as Green Belt (**Table 9** below). The delivery of sites currently designated as Green Belt will rely on review of existing planning policy as part of the New Local Plan.

**Table 9: New Neighbourhood on the edge of Southend**

Component of Strategy Option	Number of sites as part of Local Plan	Total number of potential new homes
Fossett Farm Sites	4	1,850
Sites within Green Belt on the edge of Southend	11	5,350
Total	15	7,200

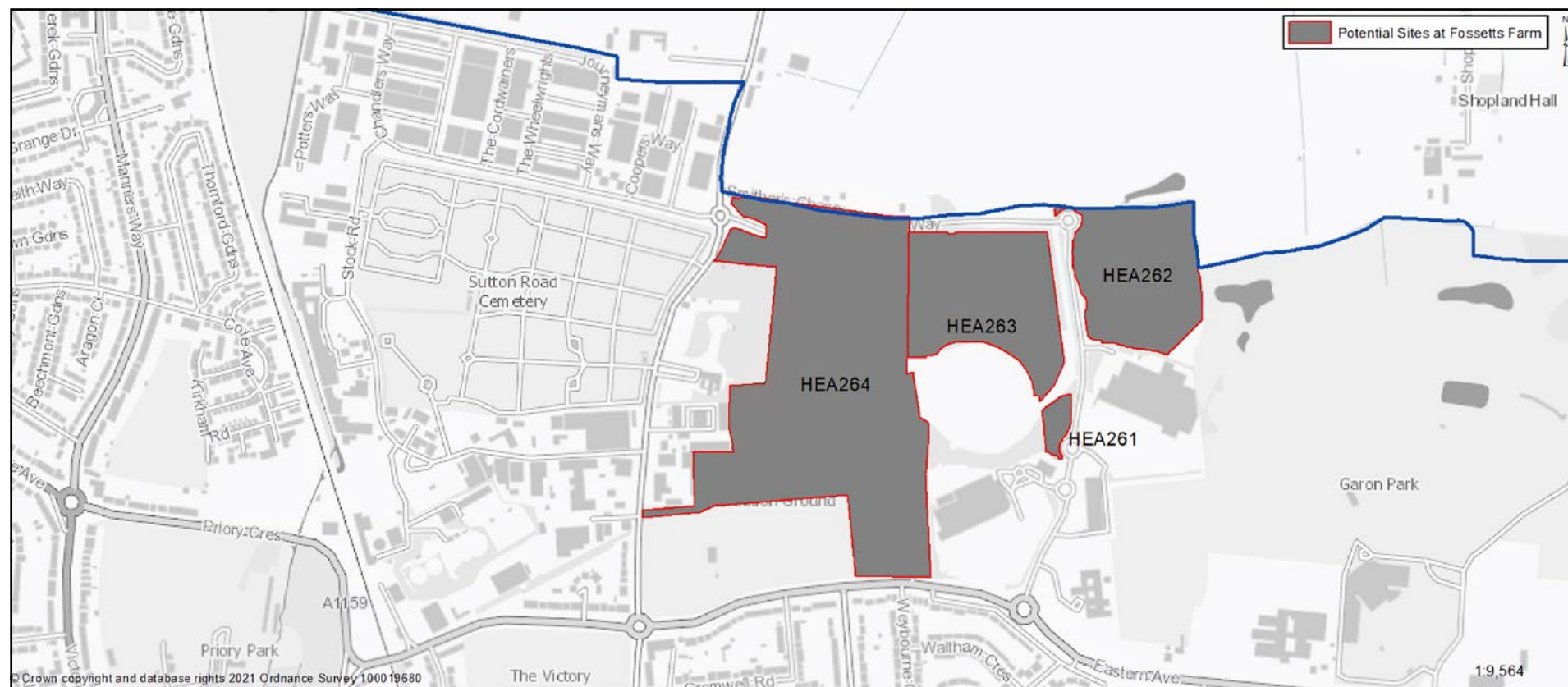
### Sites at Fossett's Farm (Strategy Options C & D)

In total around 1,800 new homes, a new football stadium and other supporting uses are being promoted across 4 sites at Fossetts Farm on land currently designated as Safeguarded Land for future development (post 2021)<sup>24</sup>. Three of these sites are at advanced planning stage where permission could be granted this year.

<sup>24</sup> Southend-on-Sea Borough Local Plan Second Alteration 1997



Map 6: Potential Land Use Proposals at Fossetts Farm



Mapping Feature (Potential Residential Sites) [Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations \(opus4.co.uk\)](#)

**Table 10: Potential Land Use Proposals at Fossetts Farm**

Site ref	Name of Site	Context and Surrounding uses	Proposed Land Use	Potential Estimated number of homes (Gross)	Potential Estimated number of homes (Net)
HEA261	Land West of Fossetts Way	A vacant site adjacent to Fossetts Way with an ancient monument (archaeological) to the west.	Residential Led	46	46
HEA262	Land East of Fossetts Way	A vacant site adjacent to Fossetts Way, with a trading estate to the south, and a golf course to the east.	Residential Led	221	221
HEA263	Land West of Fossetts Way	A vacant site adjacent to Fossetts Way, with an ancient monument (archaeological) to the south.	Residential Led	131	131
HEA264	SUFC Training Ground Eastern Avenue	A large parcel of land that sites the former Southend United training ground and playing pitches, with the majority of the site currently vacant. An ancient monument (archaeological) is located to the east.	Football stadium and supporting uses including residential	1,461	1,461
Total					1,859

### Sites within Green Belt on the edge of Southend

Green Belt is a national planning policy designation to check the sprawl of large built-up areas, prevent towns merging into each other, stop encroachment into the countryside, protect the setting and special character of historic towns and assist in urban regeneration by focussing development in urban areas. Southend has areas of Green Belt around its north and western edges, which form part of the extensive Metropolitan Green Belt stretching from the borders of East London across South Essex.

A change to Green Belt boundaries should only be made through the Local Plan process and in exceptional circumstances, for example when development needs cannot be met within the existing urban area or on land not designated as Green Belt, and when release would promote sustainable patterns of development. **Table 6** above clearly demonstrates that there will be a substantial deficit in the supply of new homes when considered against needs<sup>25</sup> over the next 20 years if areas of green belt land is not developed. It is therefore important that the existing Green Belt designation to the north of Southend is reviewed to assess its continuing contribution to the stated purposes of Green Belt and whether parts of it would be more appropriately allocated for sustainable development to meet future needs.

As part of the 'call for sites'<sup>26</sup> process a number of sites, currently in agricultural use and designated as Green Belt on the northern edge of Southend, are being promoted for development by the landowners/agents. **Table 11** and **Map 7** show the individual land parcels located on existing Green Belt land being promoted for development as part of a new neighbourhood/s on the edge of Southend.

The Green Belt Study<sup>27</sup> found that the majority of this land continues to serve the stated purposes of the Green Belt well, in particular by maintaining the openness of the countryside. However, it identifies a number of pockets of land adjacent to the existing urban edges that make a weaker contribution to the stated purposes of the Green Belt.

Harm to the Green Belt is only one factor that needs to be considered when establishing whether the necessary exceptional circumstances for release exist. Whilst the ideal would be to minimise harm to the Green Belt, it may be that sites resulting in higher harm to the Green Belt purposes are released if they promote sustainable patterns of development to help meet the economic, social and environmental objectives of the planning system. For example, this might be through delivering a comprehensive new neighbourhood/s with supporting infrastructure. A judgement will therefore be required to establish on balance the most suitable sites to meet the needs of the Borough for this plan period and beyond.

If land were to be considered suitable for release from the Green Belt it will be important to ensure that mitigation measures are put in place as an integral part of the development process. These could include:

- extensive landscaping and the provision of open space to help integrate the scheme into the surrounding countryside;
- designing development and landscaping measures so as to create a new definable and defensible Green Belt boundary;
- creating a visually staged transition from urban to rural, using built density, height, materials and landscaping to create a more permeable edge to the development;

<sup>25</sup> As per the Government Standard methodology

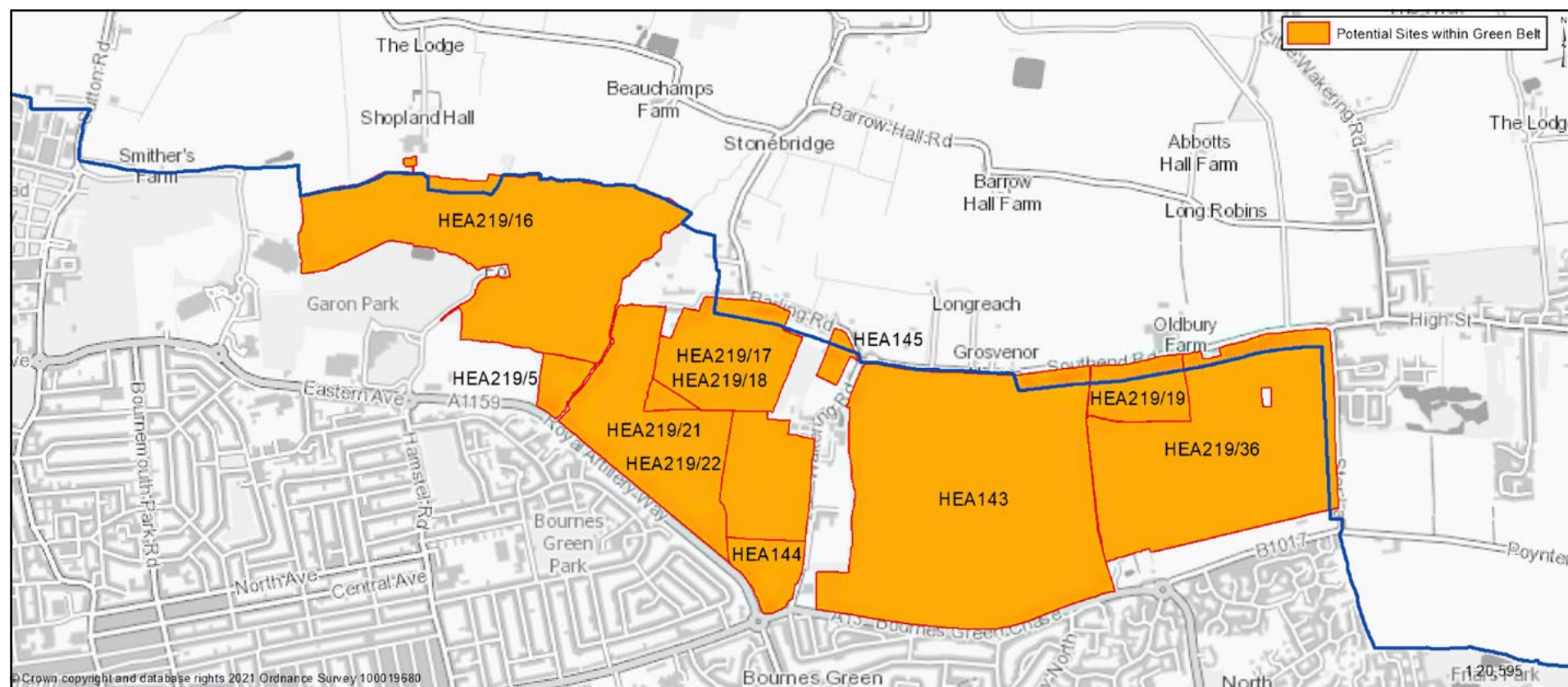
<sup>26</sup> <https://www.southend.gov.uk/local-planning-framework/southend-call-sites>

<sup>27</sup> <https://localplan.southend.gov.uk/evidence-documents>

## 2.3 Providing New Homes

- enhancing public access to the surrounding countryside;
- promoting the development of a new Country Park to the north-east of Southend to compensate for the loss of Green Belt;
- maintaining separation between existing and new settlements, particularly with Rochford;
- if land is released from the Green Belt then first consideration should be given to land that is well served by public transport;
- designing road infrastructure so as to limit the perception of increased urbanisation associated with new development.

**Map 7: Land Use Proposals on Green Belt Land**



Mapping Feature (Potential Residential Sites) [Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations \(opus4.co.uk\)](#)

**Table 11: Land Use Proposals on the edge of Southend currently designated as Green Belt**

Sites currently designated as Green Belt			
Site ref	Existing use, access and site context	Area (Ha)	Proposed Use
HEA219/16	The site is currently used as part of golf course, with a golf complex located at the centre of the site.	61.12	Delivered as part of a new neighbourhood/s comprising new homes, public green space, access and supporting infrastructure and services
HEA219/5	This site is currently in use as part of the existing golf course and is bordered on the western edge by the A1159.	3.34	
HEA219/21	The site is currently used as part of a golf course, adjacent to agricultural land to the east and the wider golf course to the west.	28.55	
HEA219/18	The site is currently used as part of a golf course, adjacent to agricultural land to the east and the wider golf course to the west.	1.41	
HEA219/17	Currently in agricultural use located adjacent to the golf course and bordered on the north by residential dwellings that sit alongside Barling Road.	18.81	
HEA219/22	The site is currently in agricultural use, with the golf course to the west. The eastern edge is bounded by Wakering Road.	14.94	
HEA144	Agricultural land bordered to the east by Wakering Road. Bordered to the west by the A1159 and golf course.	5.91	
HEA145	On the outskirts of Southend, currently in use as a horticultural nursery by the Council. Mix of uses in surrounding area, which is largely open, including agricultural and residential.	1.75	
HEA143	Agricultural land bordered to the north by Southend Road. Bordered to the west by Wakering Road, Alleyn Court School and Thorpe Hall School. Bordered to the south by Bournes Green Chase which is the boundary the urban area of Southend.	91.5	
HEA219/19	Agricultural land located west of Great Wakering. The site is greenfield, however is located opposite a number of light industrial units.	8.57	
HEA219/36	Currently in agricultural use north of Poynters Lane. And west of Great Wakering. On the eastern boundary, the site is in close proximity to new housing development along the B1017 and a number of light industrial units.	58.34	





### New Neighbourhood on the edge of Southend

To facilitate the delivery of a new neighbourhood, a range of complementary services and other uses would be required, including but not limited to improved transport and access, new schools, health facilities, parkland and green space and other supporting infrastructure.

To aid consultation feedback **Figure 8** on the following page provides an indicative sketch of what a new neighbourhood on the edge of Southend could look like (for illustrative purposes only). This has been submitted to the Borough Council by the site promoters and is available on the Council's website<sup>28</sup>.

28 <https://localplan.southend.gov.uk/evidence-documents>



Figure 8: Indicative Concept of Potential New Neighbourhood within Southend Borough (Strategy Option C)

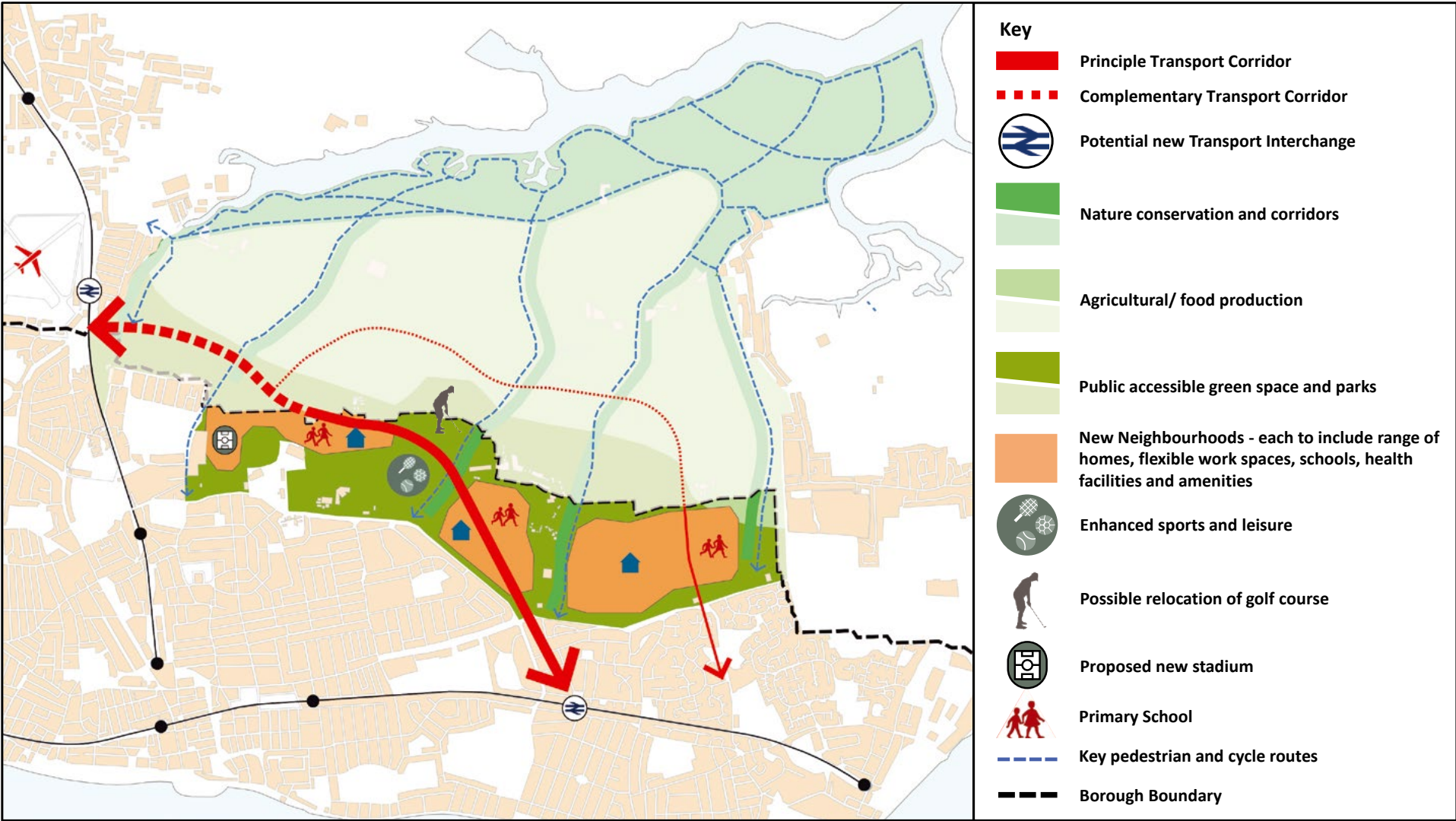


Diagram submitted to the Borough Council as evidence - 'Potential growth options in Rochford and Southend – Proof of Concept' (2021) Icen on behalf of Cogent Land

The provision of new road links will be essential to deliver a new neighbourhood on the edge of Southend, along with other upgrades to the existing transport network. For any road link to be effective it is likely that part of the route would need be located within Rochford District. As **Strategy Option C** only considers land within Southend Borough, effective co-operation would be required with neighbouring Rochford District Council and the transport authority, Essex County Council, to bring forward comprehensive improvements to the transport network within both administrative areas.

Please refer to the **Section 2.7: Transport and Access** for more information and to comment on potential new road links.

The easiest and simplest way to view and comment on the document and proposed sites is by visiting the Council's **New Local Plan website** and **interactive mapping tool**.

### 2.3c Providing New Homes: Broad Type of Sites Strategy Option C: New Neighbourhood

## Have your say...

### Please explain your answers

- Do you support the principle of providing a new neighbourhood on the edge of Southend (**Figure 8**) to provide for comprehensive development to include new homes and family housing, jobs, improved public green space and access, community services and supporting infrastructure?
- If a new neighbourhood came forward on the edge of Southend do you have a view on what our priorities should be – e.g. what types of services, open green spaces and infrastructure should be prioritised? Please explain your answer and let us know what you think the priorities should be.
- Do you agree that there are opportunities to ensure any new development successfully integrates with existing communities, town and local centres and the wider transport network? Please explain your answer.

Commenting on **individual sites at Fossetts Farm**:

- Do you support the allocation of the sites shown in **Map 6** and **Table 10** for a new stadium, new homes and supporting uses? Please reference the site you are referring to.

Commenting on **individual sites currently designated as Green Belt**:

- Do you support the allocation of the sites shown in **Map 7** and **Table 11** to deliver a New Neighbourhood, comprising housing, jobs, improved public green space and access, community services and supporting infrastructure? Please reference the site.
- Do you believe that any of the sites shown in **Map 7** and **Table 11** could come forward individually for housing led development that is not part of a wider strategic new neighbourhood? Please reference the site.

## Strategy Option D: Development outside the Borough, including new neighbourhoods

### Headlines – Strategy Options C+D



Potential 12,100 new homes  
(primarily family housing, of which  
30% affordable)



Creation of a Country Park, new  
leisure facilities and improved  
access to remaining Green Belt



New Link Road and improved  
access



Up to 6 new primaries + 1 new  
secondary school & new health  
facilities



£405m estimated contribution to  
new/improved infrastructure<sup>29</sup>



Development on existing Green Belt  
and agricultural land – may direct  
investment away from urban area



Potential repurpose/relocation of  
part of Garon Park golf course



longer lead in times for  
development



£2.1bn estimated Construction Value  
15,500 estimated direct  
Construction Jobs<sup>30</sup>



£60m estimated first occupation  
expenditure<sup>31</sup>



£318m estimated additional  
residential expenditure per annum<sup>32</sup>  
to help support jobs and create  
new local centres



Comprehensive development  
within Southend-on-Sea Borough  
and Rochford District

<sup>29</sup> Assumes \$106 of £30,000 per dwellings, averaged CIL rate of £50per sqm, average size of dwelling 100sqm, 30% affordable housing

<sup>30</sup> Assumes average house size of 100sqm, BCIS Jan 2021 for Southend £/sqm, 30% affordable housing; construction turnover per worker based on ONS Annual Business Survey

<sup>31</sup> Assumes £5,000 per dwelling; resident expenditure based on ONS Family Spending Survey (all households)

<sup>32</sup> Assumes average household size of 2.5 persons, resident expenditure based on ONS Family Spending Survey (all households)

### Broad Type of Sites – Strategy Option D

Rochford District Council is preparing a new Local Plan and is also considering a range of spatial options and sites to meet its own development needs. One option that could contribute to meeting housing needs within both Rochford and Southend is through providing a series of new neighbourhoods on the edge of Southend. These neighbourhoods could be created with distinct identities or be part of a comprehensive Garden Settlement.

This would build upon a possible new neighbourhood within Southend on land currently designated as Green Belt (5,350 new homes as part of **Strategy Option C**), as set out above, by potentially delivering an additional 4,900 homes within Rochford District. These neighbourhoods could be created with distinct identities or be part of a comprehensive Garden Settlement comprising of some 10,235 new homes, though not all those homes would necessarily be developed in the period up to 2040 – some may be provided on a slightly longer timescale.

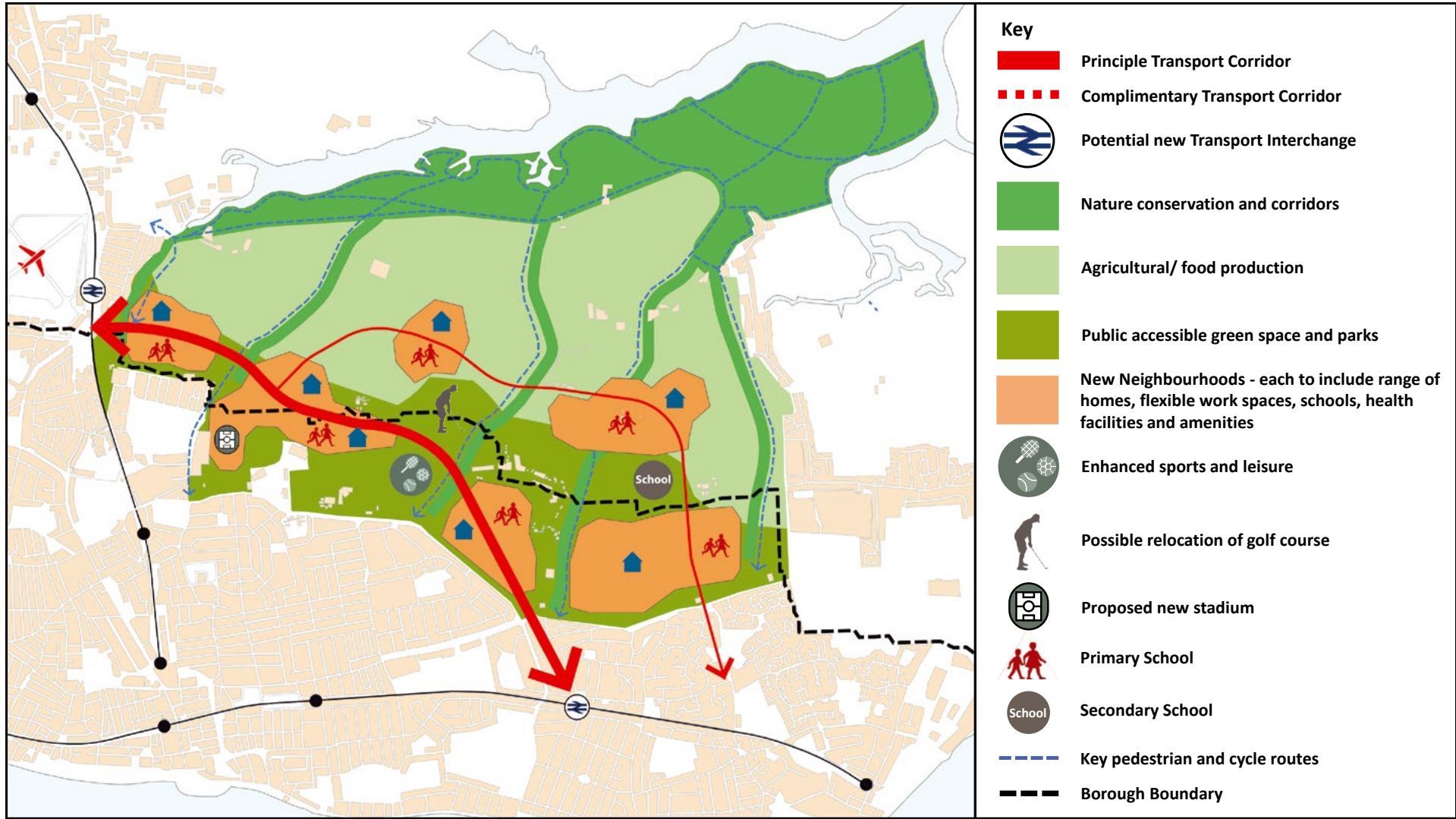
The advantage of such a comprehensive development would be the greater opportunities it provides in delivering new jobs and infrastructure including education, health, new public open space forming a South Essex Estuary Park (SEE Park) and supporting community facilities to provide for sustainable communities. A comprehensive development would also include all the land necessary to deliver, and attract investment for, the new road links necessary to facilitate the delivery of land both within Southend and Rochford District.

To aid consultation feedback **Figure 9** on the following page provides an indicative sketch of what a series of new neighbourhoods or Garden Settlement on the edge of Southend, within both Rochford and Southend administrative areas, could look like for illustrative purposes only. This has been submitted to the Borough Council by the site promoters and is available on the Council's website<sup>33</sup>.

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<sup>33</sup> [localplan.southend.gov.uk/evidence-documents](https://localplan.southend.gov.uk/evidence-documents)





As part of the wider development area lies outside Southend Borough, it would be for Rochford District Council to consider whether it supports **Strategy Option D** as a good option to help meet its development needs, as part of the preparation of its own Local Plan, and it may choose a different approach to meeting the areas housing needs.

Rochford and Southend Council's would need to co-operate effectively to plan and provide for the new neighbourhoods to come forward under this scenario if the more comprehensive development were to be pursued.

A comprehensive new Garden Settlement being developed would help meet the Government's assessed housing needs for the area over a 20-year period. Without this comprehensive option coming forward, the Borough is unable to fully meet its housing requirements within or on the edge of Southend.

### 2.3d Providing New Homes: Broad Type of Sites Strategy Option D: series of new neighbourhoods on the edge of Southend

## Have your say...

### Please explain your answers

- a. Do you support the provision of a series of new neighbourhoods on the edge of Southend to create a Garden Settlement (**Figure 9**) to include new homes and family housing, jobs, a new country park, community services, transport links and supporting infrastructure? Please explain your answer and let us know what your priorities would be if a series of neighbourhoods were to be delivered – what types of supporting facilities, services, green space and infrastructure should be provided?
- b. Are there opportunities for the development to successfully integrate with existing communities, town and local centres and the wider transport network? Please explain your answer.



### 2.3iii Strategy Options: Overview

As set out above the Strategy Options are mutually inclusive. This section provides an overview of the information set out above and helps explain the implications of the different Strategy Options when they are combined sequentially. This approach follows national planning policy by ensuring all opportunities to meet housing needs are explored within existing urban areas before looking at sites within the Green Belt.

**Table 12** below provides a recap of the Strategy Options and presents how together they can assist in meeting the Government housing requirement for Southend. For more detail, please refer to **Table 5** above.

We are interested in your views on the merits and disadvantages of each Strategy Option when they are added together and what is your preferred combination.











**Table 12: Culmination of Strategy Options Summary**

Local Area	Strategy Option	Components of Strategy Option (Broad Type of Sites)	Potential No. of New Homes Rounded	Cumulative Rounded Total Homes	Meets Government Requirement Approx. 23,600 homes	Difference from Government Requirement
Southend-on-Sea Borough	A. Increasing Urban Capacity	Sites with Planning Permissions	10,600	10,600 (A)	✗	-13,000
		Windfall (no-sites)				
		1. Existing Allocated Sites				
		2. Urban Area Sites (previously developed land)				
	B. Facilitating Urban Change	3. Housing Regeneration Sites	2,250	12,850 (A+B)	✗	-10,750
		4. Employment Land Release Sites				
		5. Sites on Agricultural Land within Settlement Limits				
		6. Sites on Green Space within Settlement Limits <sup>34</sup>				
	C. New Neighbourhood	7. Fossett Farm Sites	7,200	20,050 (A+B+C)	✗	-3,550
		8. Sites currently designated as Green Belt				
South Essex Local Authorities	D. Development outside the Borough	Provision of new neighbourhood on edge of Southend in Southend Borough (Strategy Option C) PLUS Assistance from Rochford District Council to provide a series of new neighbourhoods on the edge of Southend currently designated as Green Belt <sup>35</sup>	4,900	24,950 (A+B+C+D)	✓	Potentially Met

<sup>34</sup> Currently protected as public open space. The sites, identified as having potential for partial or full redevelopment for housing, represent approximately 1% of all the protected green space in the Borough.

<sup>35</sup> Exploring strategic scale development on the edge of Southend. [South East Essex Strategic Growth Locations Assessment 2019](#)

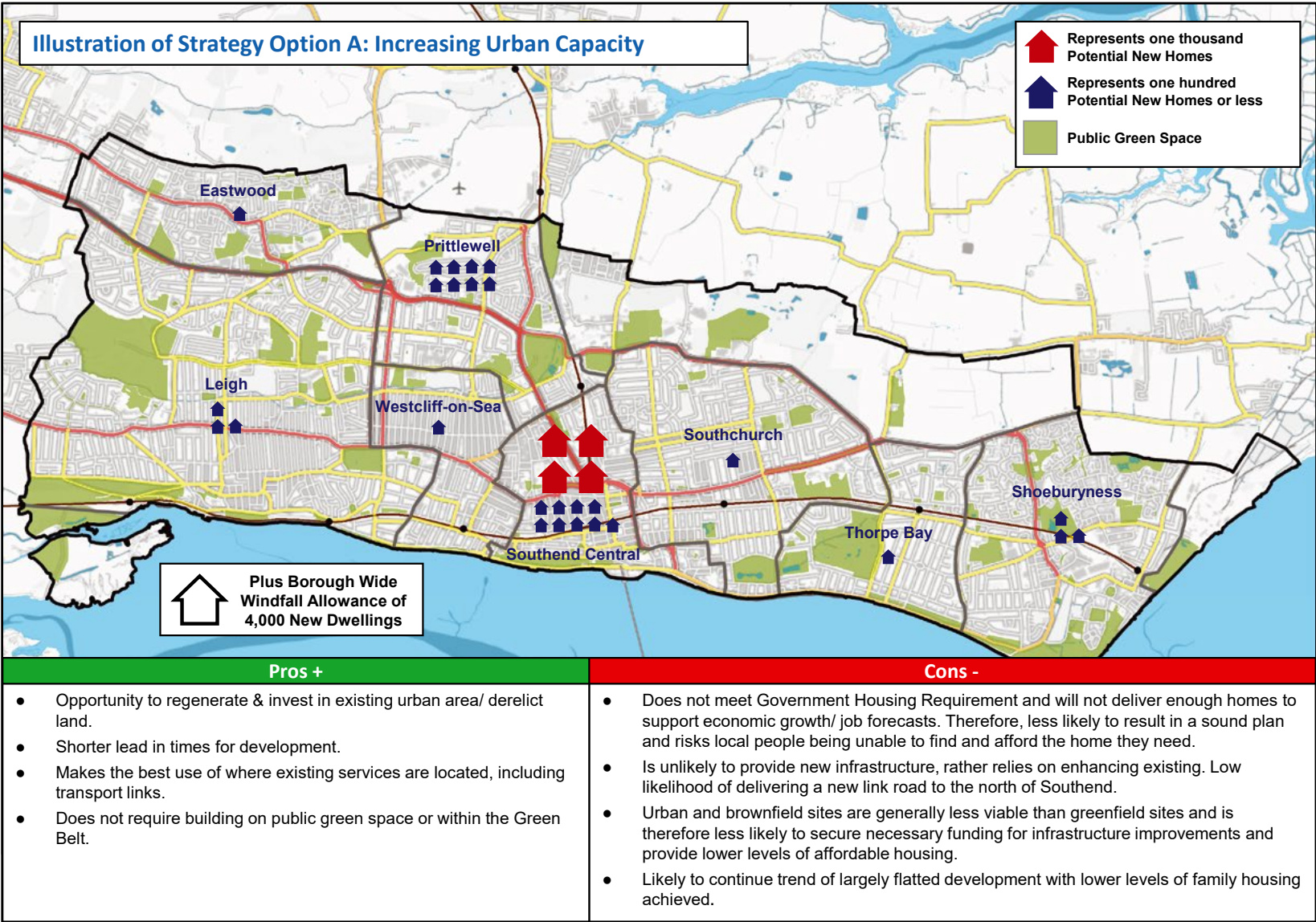
(Overview) Strategy Option A: Increasing Urban Capacity

Headlines Strategy Option A				
				
10,600 potential new homes (mainly flats, of which 10 – 20% affordable)	Opportunity to regenerate & invest in existing urban area/ derelict land	Around 4,900 new homes with planning permission or already allocated, a further 4,000 via windfall	Relatively low estimated contribution to improved infrastructure	Transport mitigation likely to rely on improving existing network. Unlikely to facilitate new link road
				
Requirements for education & health likely to be met through expansion of existing facilities	Access to parks & leisure facilities likely to rely on existing provision	13,500 estimated direct Construction Jobs	Increased residential spending to support local economy, but limited new employment land for job creation	Shorter lead in times for development











Strategy Option A includes the following type of sites (see Section 2.3ii Broad Type of Sites for more information)

Windfall	Permitted Sites	Existing Allocated Sites	Urban Area Sites
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Illustration of Strategy Option A below provides an indication of where potential new homes could come forward based on the location of relevant potential housing sites (Broad Type of Sites) distributed across the different neighbourhoods and an allowance for Windfall.



(Overview) Strategy Option B: Facilitating Urban Change (Plus Option A)

Headlines Strategy Option B (Plus Option A)				
				
12,900 potential new homes (mainly flats, of which 10–20% affordable)	Opportunity to regenerate & invest in existing urban area with around 8,900 homes permitted, allocated or windfall	Renewal or redevelopment of council property to provide quality homes	Repurpose underused industrial estates and vacant premises	Relatively low estimated contribution to improved infrastructure
				
Transport mitigation likely to rely on improving existing network. Unlikely to facilitate new link road	Requirements for education and health likely to be met through expansion of existing facilities	Access to parks & leisure likely to rely on existing provision. Small number of sites on green field and agricultural land	16,500 estimated direct Construction Jobs	Increased residential spending to support local economy, but limited new employment land for job creation

Strategy Options A+B includes the following type of sites (see Section 2.3ii Broad Type of Sites for more information)

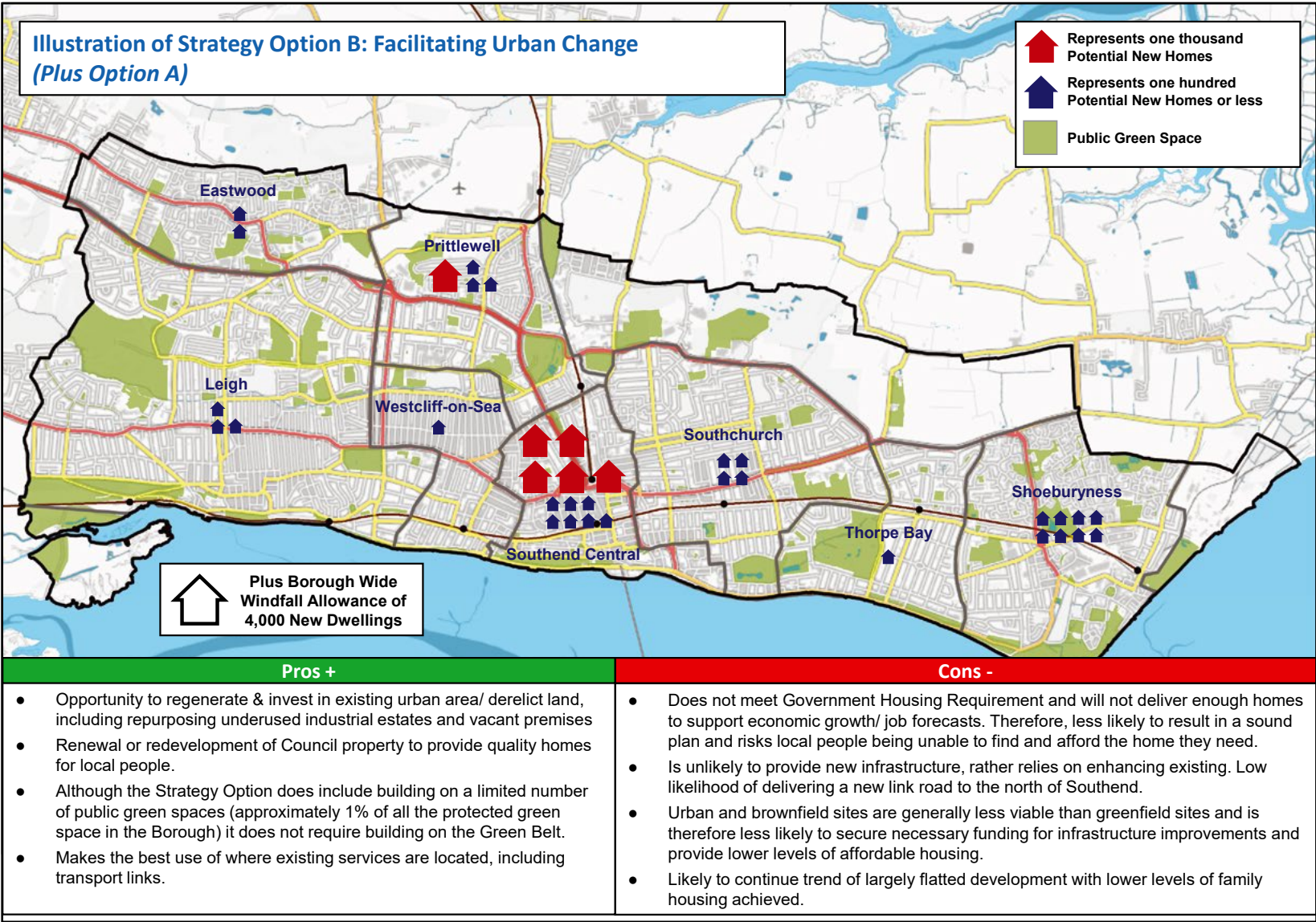
Windfall	Permitted Sites	Existing Allocated Sites	Urban Area Sites
Housing Regeneration Sites	Underused Employment Land Sites	Sites on Agricultural Land <sup>36</sup>	Sites on Green Space <sup>37</sup>

36 within existing settlement limits

37 within existing settlement limits



Illustration of Strategy Option B below provides an indication of where potential new homes could come forward based on the location of relevant potential housing sites (Broad Type of Sites) distributed across the different neighbourhoods and an allowance for Windfall.



## (Overview) Strategy Option C: New Neighbourhood to the north of Southend (Plus Option A+B)

### Headlines – Strategy Option C (Plus Options A+B)



20,080 potential new homes balanced between new family houses and flatted development (of which 30% affordable)



New parks, leisure facilities & improved access to remaining Green Belt



New and improved access, but uncertainty of linking effectively to the A127



New primary schools & new health facilities



Development at Fossetts Farm & on existing Green Belt agricultural land



20,080 potential new homes balanced between new family houses and flatted development (of which 30% affordable)



New parks, leisure facilities & improved access to remaining Green Belt



New and improved access, but uncertainty of linking effectively to the A127



New primary schools & new health facilities



Development at Fossetts Farm & on existing Green Belt agricultural land

### Strategy Options A+B+C includes the following type of sites (see Section 2.3ii Broad Type of Sites for more information)

Windfall

Permitted Sites

Existing Allocated Sites

Urban Area Sites

Housing  
Regeneration Sites

Underused Employment  
Land Sites

Sites on  
Agricultural Land<sup>38</sup>

Sites on  
Green Space<sup>39</sup>

Sites at  
Fossett's Farm

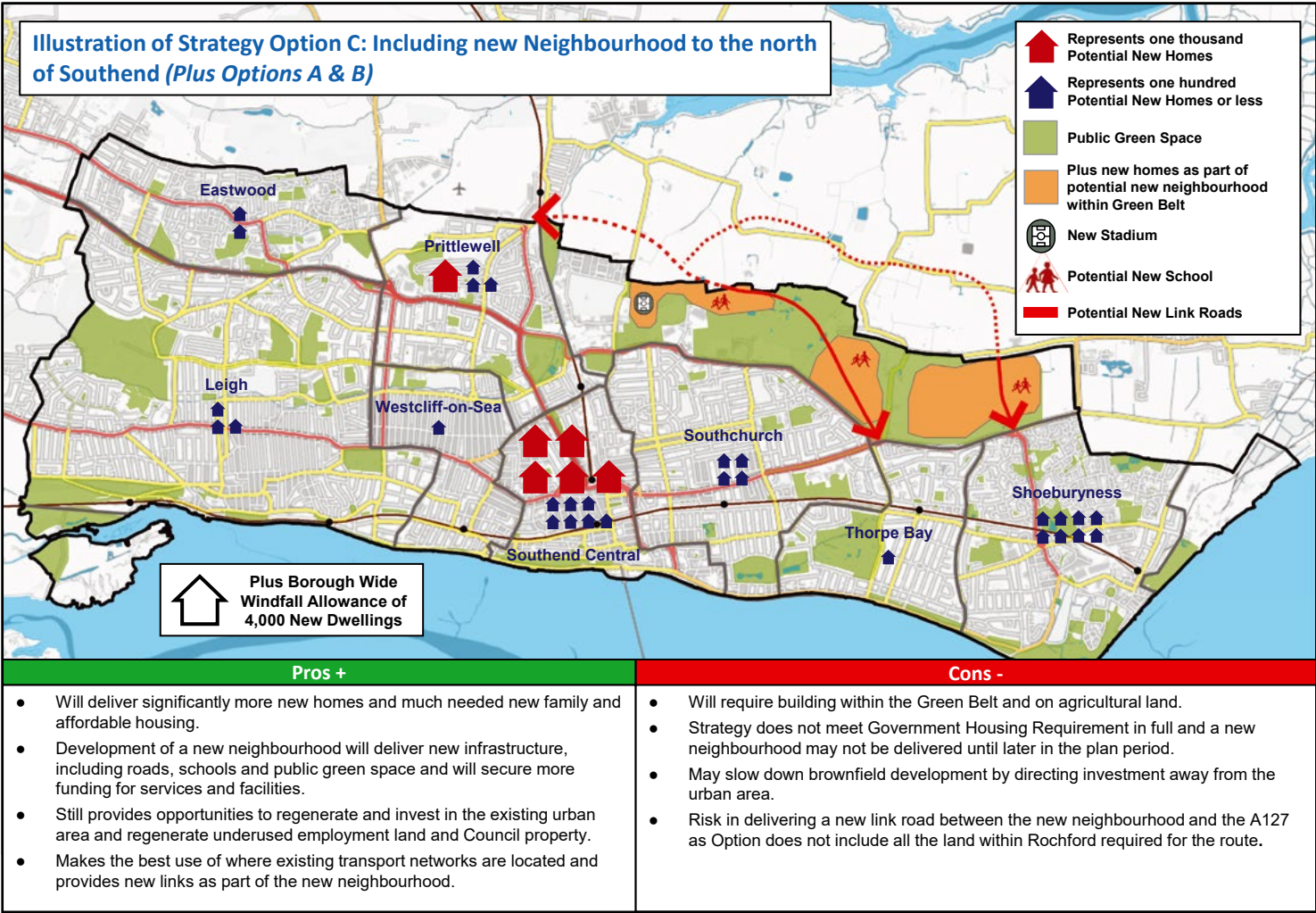
Sites located within the  
Green Belt in Southend

<sup>38</sup> within existing settlement limits

<sup>39</sup> within existing settlement limits



Illustration of Strategy Option C below provides an indication of where potential new homes could come forward based on the location of relevant potential housing sites (Broad Type of Sites) distributed across the different neighbourhoods and an allowance for Windfall. It also provides an indicative sketch of what a new neighbourhood on the edge of Southend could look like (for illustrative purposes only and to aid feedback)<sup>40</sup>.



40 The sketch has been submitted to the Borough Council by the site promoters and is available on the Council’s website – [localplan.southend.gov.uk/evidence-documents](http://localplan.southend.gov.uk/evidence-documents)

## (Overview) Strategy Option D: Development outside the Borough, including new neighbourhoods (Plus Option A+B+C)

### Headlines - Strategy Option D: Development outside the Borough, including new neighbourhoods to the north of Southend (Plus Options A, B, C)



Potential to meet Government requirement of 23,600 new homes balanced between new family houses and flats (of which 30% affordable)



Creation of new Country Park, new leisure facilities and improved access to remaining Green Belt



Provision of new Link Road and improvements to existing network



Provision of new schools and health facilities as part of a new neighbourhood together with expansion of existing facilities.



Development at Fossetts Farm & on existing Green Belt agricultural land



Potential repurpose/ relocation of part of Garon Park golf course



Creation of comprehensive new neighbourhood enables the delivery of planned new infrastructure, networks and services



32,000 estimated direct Construction Jobs



Increased residential spending to support local economy and new employment land for job creation



Opportunity to regenerate existing urban area, including derelict land, Council property, underused industrial estates. 8,900 homes permitted, allocated or windfall

### Strategy Options A+B+C+D includes the following type of sites (see Section 2.3ii Broad Type of Sites for more information)

Windfall

Permitted Sites

Existing Allocated Sites

Urban Area Sites

Housing  
Regeneration Sites

Underused Employment  
Land Sites

Sites on  
Agricultural Land<sup>41</sup>

Sites on  
Green Space<sup>42</sup>

Sites at  
Fossett's Farm

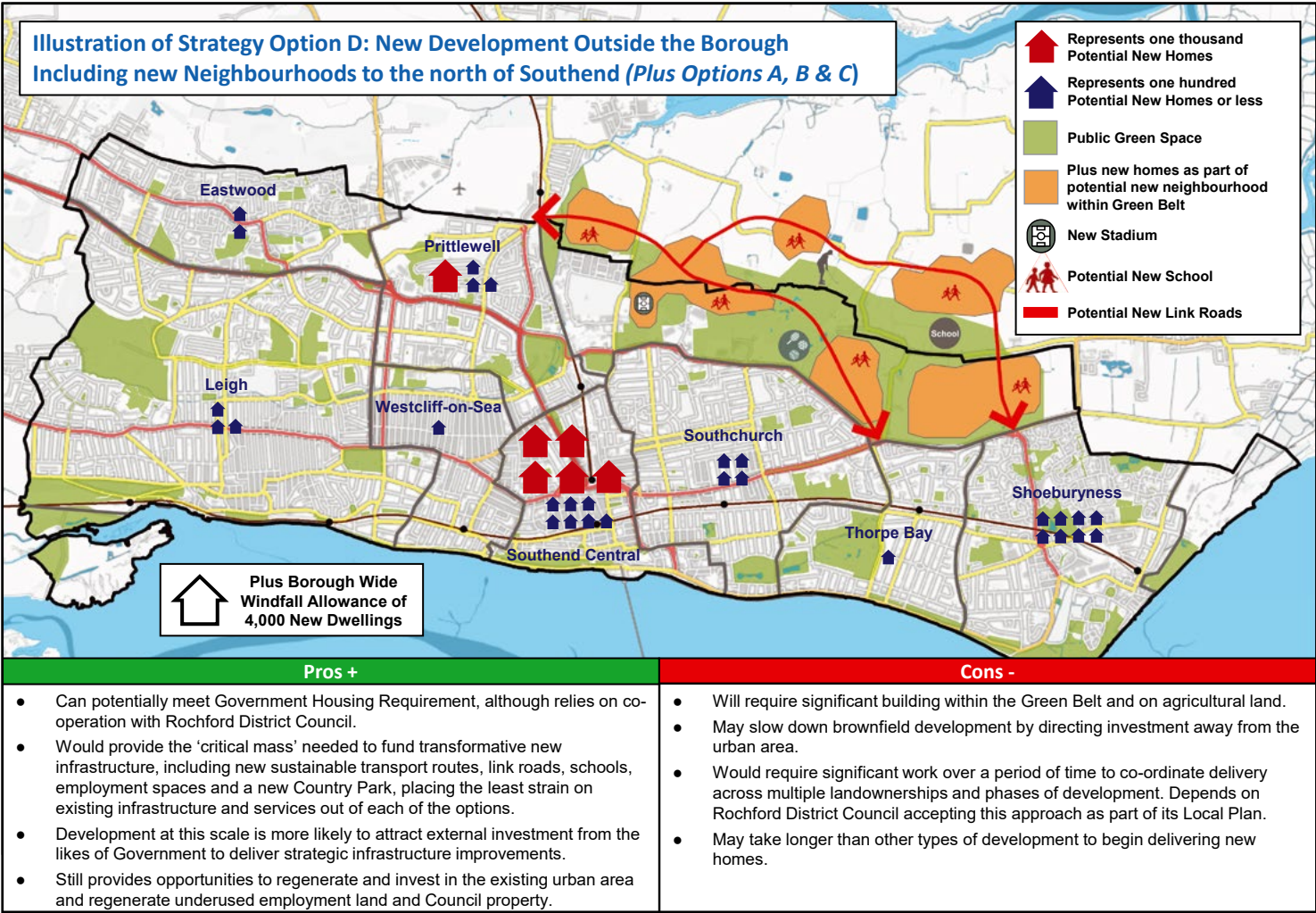
Sites located within the Green  
Belt in Southend + Rochford<sup>43</sup>

<sup>41</sup> within existing settlement limits

<sup>42</sup> within existing settlement limits

<sup>43</sup> Rochford District Council is preparing a new Local Plan and is also considering a range of spatial options and sites to meet its own development needs. One option that could contribute to meeting housing needs within both Rochford and Southend is through providing a series of new neighbourhoods on the edge of Southend.

Illustration of Strategy Option D below provides an indication of where potential new homes could come forward based on the location of relevant potential housing sites (Broad Type of Sites) distributed across the different neighbourhoods and an allowance for Windfall. It also provides an indicative sketch of what a new neighbourhood on the edge of Southend could look like (for illustrative purposes only and to aid feedback)<sup>44</sup>.



44 The sketch has been submitted to the Borough Council by the site promoters and is available on the Council's website – [localplan.southend.gov.uk/evidence-documents](http://localplan.southend.gov.uk/evidence-documents)





## 2.3e Providing New Homes – Strategy Options Overview

# Have your say...

### Please explain your answers

- a. How should Southend develop in the future, please select your preferred strategy options stating your reasoning. Please refer to the information provided above:
  - A. Option A – Increasing Urban Capacity
  - B. Options A & B – Facilitating Urban Change
  - C. Options A, B & C – Including New neighbourhood
  - D. Option A, B, C & D – Development outside the Borough, including new neighbourhoods
- b. Government guidance outlines that we need to prioritise development within urban areas (brownfield sites) first, although it is useful for us to understand whether you would rather:
  - i. See more homes built within existing Urban Areas (Options A & B) alongside improved infrastructure; or
  - ii. Provide new neighbourhoods and new infrastructure to the north of Southend on undeveloped land within the Green Belt (Options C & D)?
- c. Do you believe there are any other options that we should consider that would help to provide more new homes? If so, what are these? Please be detailed as possible and outline how we can prove they will deliverable over the plan period.

## 2.4 Retail Provision and Centre Hierarchy

Southend town centre, the district centres of Leigh and Westcliff and the network of neighbourhood and local centres offer a wide range of retail, leisure, employment and other community services and facilities to both residents and those who visit the Borough.

It is important that the vibrancy and vitality of these commercial centres are maintained and enhanced to ensure we provide for healthy, complete neighbourhoods that are accessible for local residents and encourage local employment opportunities. National planning policy advocates that local planning authorities implement planning policies and decisions that support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management, and adaptation. These issues are considered in more detail in the relevant neighbourhood sections.

The centres play an important role in providing a range of facilities and services in the heart of our communities, offering easy access to the full range of services and goods required for daily living.

The centres enable sustainable economic growth, offer diverse retail and commercial uses, generate local employment, and provide a wide range of social and environmental benefits as a cornerstone for social interaction within neighbourhood areas. These centres and their classification are shown in [Table 13](#).

Southend Town Centre will continue to be the first preference for all forms of retail development and for other town centre uses attracting large numbers of people. The centres of Westcliff (Hamlet Court Road/ London Road) and Leigh (focussed along the Broadway and Leigh Road) will support Southend Town Centre as District Centres providing a range of local comparison shopping, convenience shopping and services to the surrounding neighbourhoods. Existing centres elsewhere will be supported as Neighbourhood and Local Centres and will meet the day-to-day convenience and community needs of their local residents.

Please refer to the Southend Central neighbourhood in [Part 3: Neighbourhoods](#) to view and comment on detailed proposals for Southend Town Centre.

Table 13: Commercial Centres

Map Ref.	Name of Centre	Neighbourhood
<b>Town Centre</b>		
1	Southend Town Centre	Southend Central
<b>District Centre</b>		
2	Leigh (focussed along the Broadway and Leigh Road)	Leigh
3	Westcliff (Hamlet Court Road/London Road)	Westcliff
<b>Neighbourhood Centre</b>		
4	Eastwood (Rayleigh Road)	Eastwood
5	London Road (Thames Drive and Hadleigh Road)	Leigh
6	London Road / West Road	Westcliff
7	Sutton Road South	Southchurch
8	Southchurch Road	
9	Woodgrange Drive	
10	Thorpe Bay (Broadway)	Thorpe Bay
11	Shoeburyness (West Road)	Shoeburyness

Map Ref.	Name of Centre	Neighbourhood
<b>Local Centres</b>		
12	Rayleigh Road, (The Oakwood PH)	Eastwood
13	Rayleigh Road / Whitehouse Road	Eastwood
14	Rayleigh Road, Kent Elms Corner	Leigh
15	Eastwood Old Road	
16	Eastwood Road	
17	London Road, The Elms	
18	Elmsleigh Drive	
19	Bridgewater Drive, Kent Elms Corner	
20	The Ridgeway	
21	London Road, Chalkwell School	
22	Bridgewater Drive South	
23	London Road, Chalkwell Park	
24	Rochford Road	Prittlewell
25	Eastwoodbury Crescent	
26	The Bell Prince Avenue	
27	Hobleythick Lane /Prince Avenue	
28	Earls Hall Parade (Cuckoo Corner)	



Map Ref.	Name of Centre	Neighbourhood
29	Fairfax Drive	Westcliff
30	Victoria Avenue/ West Street,	
31	Sutton Road North	Town Centre and Central Seafront
32	Sutton Road Centre	
33	Southchurch Avenue	Southchurch
34	Cluny Square	
35	Hamstel Road	
36	Woodgrange Drive East	
37	Shoebury Road (Bournes Green)	Thorpe Bay
38	Barnstaple Road	
39	Ness Road	Shoeburyness
40	The Renown	
41	High Street, Shoeburyness	

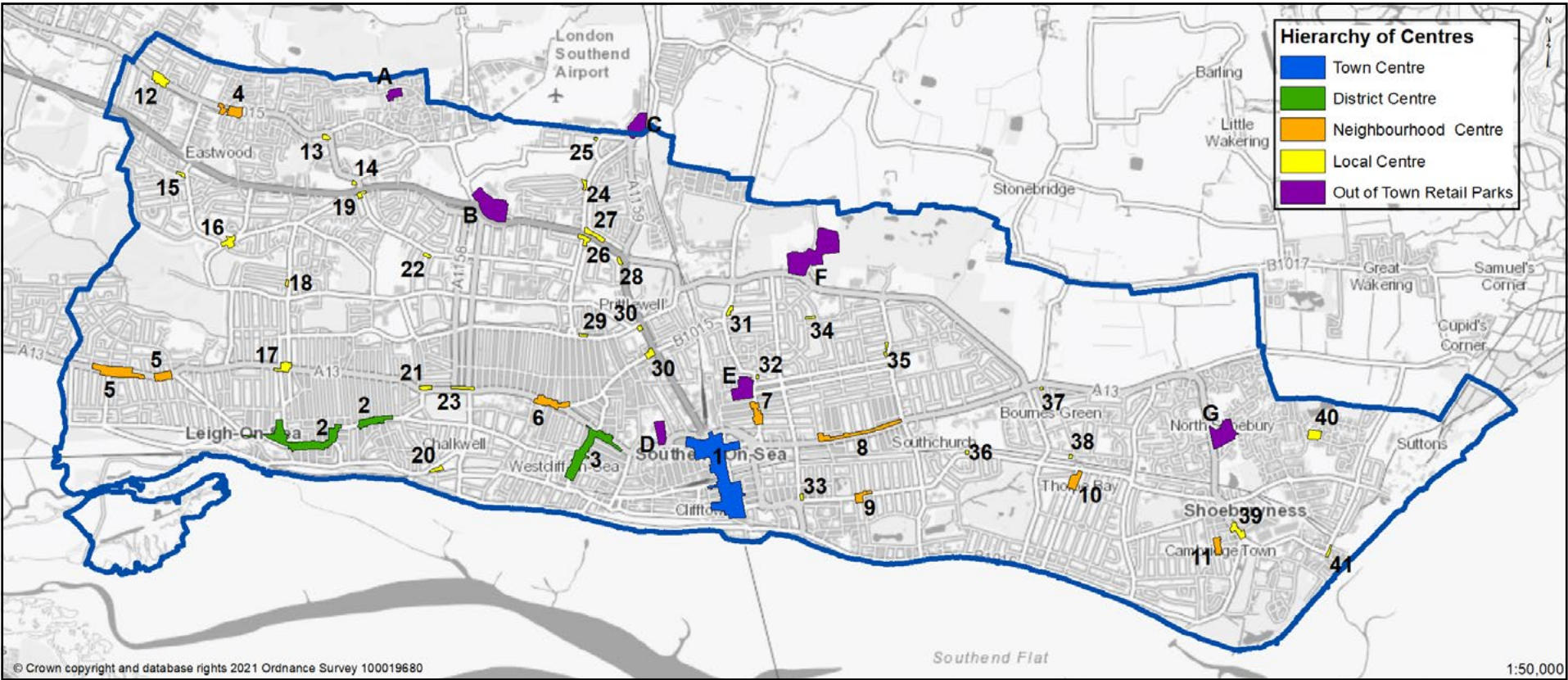
In addition to these centres the Borough has a number of out of town retail parks as set out in [Table 14](#).

**Table 14: Out of Town Retail Parks**

Map Ref.	Name of Centre	Neighbourhood (see Section 3)
A	Eastwood (Western Approaches)	Eastwood
B	Thanet Grange/Tesco	Prittlewell
C	Airport Retail Park	Prittlewell
D	London Road Retail Park	Westcliff
E	Greyhound Retail Park	Southend Central (Town Centre and Central Seafront)
F	Fossetts Park	Southchurch
G	North Shoebury	Shoeburyness

The location of all the all commercial centres and out of town retail parks are identified in [Map 8](#).

Map 8: Commercial Centres and Out of Town Retail Parks



Mapping Feature (Potential Residential Sites) [Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations \(opus4.co.uk\)](#)

### Maintaining Healthy and Thriving Centres

The Government has recently introduced radical changes to the Use Class Order<sup>1</sup> that seek to promote the regeneration of centres by allowing greater freedoms for changing retail to other uses. As such the introduction of a new 'Commercial Use Class' (Class E) consolidates a number of different uses so that retail use is now included within a wide range of other uses, including: food, financial services, gyms, healthcare, nurseries, offices and light industry. Any change of use of a building or land between these uses does not, therefore, require planning permission. For this reason it is proposed to define all the centres listed in **Table 13** and **14** as "Commercial Areas", where we will promote ground floor uses to be within Class E Use Class and encourage improvements to shopfronts and the street scene.

As of August 2021, the Government is also introducing expanded permitted development rights to enable Commercial Uses to be converted to residential<sup>2</sup> without planning permission, although some tests will still need to be satisfied: premises must not be in a conservation area; must be under 1,500sqm in size; must be vacant for 3 months and there will be a consideration of the impacts of noise from nearby commercial uses on the intended occupiers. Due to this there are limitations on safeguarding ground floor commercial uses within key centres from changing to residential.

However, under Article 4 of the General Permitted Development Order<sup>3</sup> a local planning authority can apply to the Secretary of State to withdraw specified permitted development rights across a defined area. The use of Article 4 directions should not be expansive and therefore if we were to use them to restrict ground floor commercial uses from changing to residential, we must focus them to the most important frontages. In reference to **Table 13** and **14** and **Map 8** we are interested in your views on which centres if any we should investigate for using Article 4 Directions in order to restrict ground floor commercial frontages from being developed to residential under permitted development.

The proposed Commercial Areas are set out and mapped within **Part 3: Neighbourhoods**.

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<sup>1</sup> The Government Recently introduced under the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 radical changes to the Use Class Order retail uses which fell within Use Classes Order A1 (Shops), A2 (Financial and professional services), A3 (Food and drink), have now been consolidated into a new Class E (Commercial, Business and Services). Office, research and development and light industrial uses which were in Use Classes B1 (Business) and medical and health services, creche, day nursery and day centre uses (Class D1), and indoor sports, recreation and fitness uses which were in Class D2 (Assembly and leisure) are also consolidated into the new Class E.

<sup>2</sup> Use Class MA

<sup>3</sup> An Article 4 direction is a direction under Article 4 of the General Permitted Development Order which enables the Secretary of State or the local planning authority to withdraw specified permitted development rights across a defined area. An Article 4 directions cannot be used to restrict changes between uses in the same use class of the Use Class Order. An Article 4 direction does not mean that planning permission will necessarily be refused but it brings it under local planning authority control.

### Future Retailing Needs

The Southend Retail and Leisure Study<sup>4</sup> identified potential retail demand in the Borough over the next twenty years. This study was undertaken in 2018 before the impact of the Covid-19 pandemic and as such has to be treated with some degree of caution. However, it gives a good indication of future demand having regard to changing retail patterns and the growth in on-line shopping.

Although there has been limited activity in the retail sector in Southend Town Centre in recent years, the retail study highlights the potential demand for an additional 5,000m<sup>2</sup> net in convenience retail floorspace over the plan period. Commercial leisure uses will constitute a growing share of town centre floorspace driven in part by the increase in household leisure expenditure and reduced demand for retail space in secondary centres and identifies the significant growth potential of the food and drink sector.

There is little evidence of demand from comparison retailers despite falling rents in the prime areas, nor has there been any substantial investment in the town centre in recent years. Southend is not seen by national retail multiples as a location for expansion.

Whilst identifying qualitative deficiencies in the comparison offer in Southend Town Centre, the study notes that given the expansion at Lakeside and the improvements to Chelmsford's comparison offer, there is justification for supporting enhancements to Southend's comparison function in the longer term in order for the town to maintain its current role and function as a major centre and facilitate sustainable spending trips/patterns. Over the plan period it identifies a potential need for an additional 49,000m<sup>2</sup> net of comparison goods floorspace.

However, this in itself does not necessarily point to the need for an increase in comparison floorspace given the current vacancy rates in the town centre, which remain above the national average. Instead the Study notes that in the short term it may be beneficial to focus policy objectives on improving the role and function of the existing comparison floorspace within the town centre before the need for any additional provision is considered.

In the District Centres the Retail Study identified subdued demand for additional operators in Westcliff whilst in contrast the Leigh District Centre is identified as having a healthy demand. The latter is noted as having an excellent range of good quality retailers, both comparison and service outlets with a strong evening economy. The low vacancy rate illustrates the strength and good health of the Leigh District Centre. However, there needs to be a recognition of the potential imbalance between the numbers of hospitality outlets and protection of traditional retail and local businesses.

In the Neighbourhood Centres and out of centre retail parks the retail study does not recommend any changes.

These issues are considered in more detail in the respective **Part 3: Neighbourhoods**

### Retail Provision and Centres Hierarchy

#### What does this issue cover?

- Responding to rapid changes in national shopping patterns affecting the viability of town centres
- Assessing the need for a flexible approach to uses, such as allowing more food and drink, leisure and civic uses, along with more housing

<sup>4</sup> [localplan.southend.gov.uk/evidence-documents](https://localplan.southend.gov.uk/evidence-documents)

(above ground floor)

- Identifying the hierarchy of town and local centres in the Borough
- Identifying proposed changes to centre boundaries in some locations
- Strengthening walkable neighbourhoods, where day to day facilities are within easy reach

### What information or evidence do we need for this issue?

- South Essex Retail Study (2017)
- Southend Retail Study (2018)
- Southend and Rochford Settlement Role and Hierarchy Study (2020)

### Related Southend 2050 Outcomes – where we want to be

- There is a tangible sense of pride and local people are actively, and knowledgeably, talking up Southend
- Our streets and public spaces are valued and support the mental and physical wellbeing of residents and visitors
- People have a wide choice of transport options

## 2.4 Meeting Our Retail Needs

# Have your say...

### Please explain your answers

- a. Do you agree with the classification of centres and that they should be promoted in line with the proposed hierarchy (**Table 13** and **14** and **Map 8**)?
- b. Should we seek to define each centre as 'Commercial Areas' to promote a range of commercial uses to serve local community needs and provide local employment opportunities?
- c. Should we investigate using Article 4 direction to safeguard ground floor commercial uses within the town, district and neighbourhood centres by restricting permitted development to residential – if so what frontages?
- d. Do you agree that we should focus on improving the role and function of existing comparison retail floorspace and their setting, including measures to reduce the number of vacant units, rather than providing additional retail floorspace in the short term?
- e. Should future convenience retail floorspace be directed towards the Town Centre in line with the proposed centre hierarchy, or should the focus be elsewhere – if so where?
- f. Thinking about any potential provision of new neighbourhood/s to the north of Southend and the role they could play in terms of retail provision, should we promote new centres, incorporating ancillary retail floorspace, to provide easy access to shops, services and facilities? Please provide further detail to support your answer.
- g. Should we develop policies to protect small and local retail outlets in centres such as Leigh in order to provide a balance between retail and hospitality outlets?

You can also view and comment on all the individual sites using the online mapping feature <https://southend.opus4.co.uk/planning/localplan/maps/map-1-borough-wide-map-with-neighbourhoods-and-specific-housing-and-employment-allocations>

## 2.5 Town Centre and Central Seafront

### Recent Improvements and Committed Schemes

A number of recent improvements have either been completed or are committed in the town centre. These include:

- public realm improvements in the London Road area between Queensway and College Way completed in 2018;
- improving highway accessibility to the east of the town centre from Queensway completed in August 2020;
- further public realm improvements to the London Road, east of College Way to be completed in 2021;
- public realm improvements around The Forum programmed for completion in September 2021;
- the Better Queensway housing regeneration led project recently granted planning permission;
- planning permission for a major leisure complex with associated car parking on Seaway at the southern end of Queensway;

The public realm improvements have principally been achieved through the successful securing of external funding.

The Borough Council has also recently taken a proactive role in seeking to regenerate the town centre by the purchase of the freehold for the Victoria Plaza indoor shopping area at the northern end of the High Street.

### Southend Central Area Action Plan Proposals

The Southend Central Area Action Plan (SCAAP) was adopted in 2018 and establishes specific planning policies to control and promote development in the Central Area including site allocations.

The SCAAP establishes ten policy areas containing their own objectives and approach to guide and manage development proposals and investment.

It also identifies eleven opportunity sites aimed at promoting the regeneration of the Central Area.

The Southend New Local Plan will supersede the provisions of the SCAAP and therefore its site proposals are considered further in this consultation document.

The SCAAP was prepared and adopted before the full impact of changes to retail shopping patterns mainly as a result of increases in on-line shopping, which dramatically affected the vitality of the High Street accentuated by the demise of several well-known national stores. There have also been radical changes made to planning legislation by the Government which affects the level of controls over development proposals in the High Street moving from a retail policy approach to promoting a greater mix of uses. Even more significantly, the SCAAP was prepared before the significant impact of the Covid Pandemic.



Therefore, although there are many policy provisions in the SCAAP which are still valid and could be transferred to the New Local Plan, others need to be reviewed in the light of the major issues that face the future role and development of the area.

### **What You Told Us**

In response to the New Local Plan Issues and Options document you highlighted a number of detailed issues and other matters of concern relating to the future development of the town centre and central seafront area. These included:

- the need for greater diversification from retail including community hubs;
- bringing vacant buildings back into use to improve the image of the centre;
- the supporting of higher density residential development close to the town centre and transport nodes and conversion of upper floors above shops;
- redevelopment of the Travel Centre with better integration between travel modes;
- key visitor car parking continues to be safeguarded and supported by other transport measures;
- improved links between the town centre and seafront;
- implementation of Phase 2 of the City Beach scheme eastwards along Eastern Esplanade;
- comprehensive improvements to the public realm; and
- the identification of the area as being deficient in green infrastructure, notably the need for more tree planting, biodiversity measures, and sustainable drainage provision.

### **Developing Proposals for the Town Centre and Central Seafront**

Building on your feedback and the relevant provisions of the adopted Southend Central Area Action Plan (SCAAP), whilst radically reviewing policy provisions in relation to the High Street and other opportunities, is key to providing for a future sound policy framework for the Town Centre and central seafront.

Your views on a vision, policy approach and specific land use proposals and opportunity sites are sought before a preferred detailed policy framework is developed for the next stage of public consultation on the Southend New Local Plan.

### **Draft Town Centre and Central Seafront Vision**

It will be important to develop a specific vision for Southend Central setting out what we want the area to look like in twenty years' time. This will provide the framework for the development of specific strategic objectives and policy approaches.

A suggested vision is set out below, building on that set out in the SCAAP:

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**‘The town centre and central seafront will be a destination ‘City by the Sea’. Regeneration and the reinvention of the town centre’s traditional retail core with improved links to the Central Seafront has provided for a prosperous and thriving centre, resort and residential area. It will be an area that is vibrant, safe and hospitable, rich in heritage, commerce, learning and culture and an attractive, diverse place where people want to live, work and visit for both day trips, overnight and longer stays. Its iconic Pier will be the focus of a thriving tourism industry reflecting Southend’s status as one of the country’s favourite coastal destinations’.**

---

This vision is purely a suggestion to stimulate and guide comment.

### 2.5.1 Town Centre and Central Seafront – Vision

## Have your say...

Please explain your answers

- Do you agree with the suggested vision for the town centre and central seafront?

### Town Centre and Central Seafront

#### What does this issue cover?

- Promoting Southend as the Region's first choice coastal tourism destination
- Identifying appropriate new sites and regeneration opportunities for tourism, leisure and new homes
- Assessing the need for a flexible approach to uses in the town centre, such as allowing more food and drink, leisure and civic uses, more housing (above ground floor)
- Improving links between Southend town centre, the central seafront area and surrounding residential areas
- Enhancing streets and spaces to create a quality, linked public realm, and improving access to and provision of green space
- Increasing the residential population within the town centre, with residents benefitting from easy access to a range of facilities
- Improving accessibility to the town centre and central seafront area for all transport modes, enhancing walking and cycling routes
- Identifying appropriate sites for visitor accommodation

#### What information or evidence do we need for this issue?

- Reimagining the Town Centre Joint Scrutiny Project 2018/19
- Southend Retail and Leisure Study 2018
- Destination Southend on Sea
- National Statistics – Visit Britain – the national tourism agency
- Southend Culture Vision 2021

#### Related Southend 2050 Outcomes – where we want to be

- The variety and quality of our outstanding cultural and leisure offer has increased for our residents and visitors and we have become the region's first choice coastal tourism destination
- We have a fast evolving, re-imagined and thriving town centre, with an inviting mix of shops, homes, culture and leisure opportunities
- There is a tangible sense of pride and local people are actively, and knowledgeably, talking up Southend
- Our streets and public spaces are valued and support the mental and physical wellbeing of residents and visitors
- People have a wide choice of transport options

#### Draft Policy Approach

In the light of changing retail patterns and the need to move from a retail policy approach to promoting a greater mix of uses, the town centre needs to be reimagined and refocussed to ensure that it adapts and evolves to retain its role as a vibrant thriving regional centre that:

- is animated by day and by evening;
- offers a range of experiences and reasons to stay (including for families/for all ages);
- provides an environment where people want to live and visit;
- is designed to foster healthy living and addresses inequalities; and
- its characteristics are well understood, underpinned by robust evidence, and that the vision for the town centre and its unique selling points are well communicated.

One possible policy approach is to integrate the town centre based on seven main themes/zones for different areas:

### BOX 1: Potential themes and zones within the Town Centre and Central Seafront

- Support high quality urban living centred around Victoria Avenue and northern end of the high street as a gateway to the town centre.
- Pivot to a more local community focussed centre at the northern end of the high street.
- Develop the education and learning culture focussed around The Forum and that part of the high street.
- Promote and enhance the strong cultural identity of Clifftown.
- Consolidate retail function to the southern section of the High Street with improved linkages to the central seafront.
- Build upon the significant tourism, cultural and leisure potential of the central seafront area.
- Enhance the neighbourhood areas around the town centre through improved public realm, urban greening and connectivity

These main themes would also incorporate a mix of leisure, community, niche office space and residential uses to promote a vibrant and liveable centre. Public realm improvements to provide for integrated walking and cycling facilities and the greening of the centre would also be vital ingredients. The heritage assets of the neighbourhood would be celebrated, reinforcing local character and distinctiveness, and providing an important link to the past. New development will be imaginative and dynamic in its design, delivering higher densities reflecting its central location.

The Town Centre will be the main transport hub for the Borough with integrated rail and bus facilities providing frequent and reliable services. Car parking facilities will support a thriving centre and be safeguarded in the southern section of the neighbourhood to promote and support the tourism sector whilst Travel Plans will look to even traffic flows, particularly in the peak summer months, through the use of smart technology and by encouraging the use of public transport, especially rail.

### 2.5.2 Town Centre and Central Seafront – Policy Approach

## Have your say...

### Please explain your answers

- a. Do you think this policy approach would form a sound basis for developing more detailed planning policies for the town centre and central seafront?
- b. Do you agree with the potential main themes/ zones for the Town Centre and Central Seafront as outlined in **Box 1** above?
- c. Do you think an alternative policy approach would be preferable? If so, please detail what you think this should be.

## SCAAP Allocated Sites

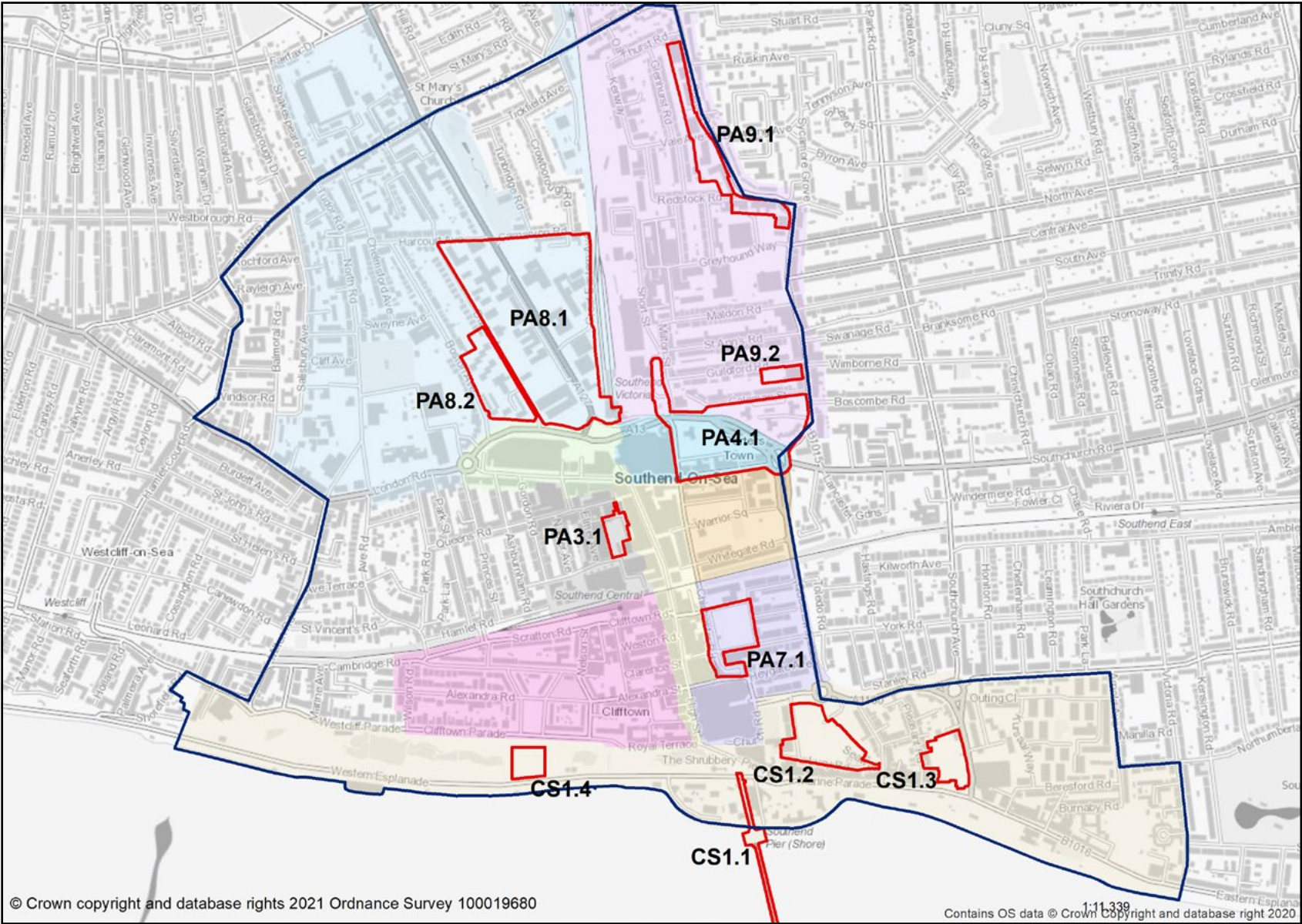
There are a number of allocated sites identified in the SCAAP, some of which have since been completed or are committed for development with a valid planning permission. These are set out in [Table 15](#) and illustrated in [Map 9](#). Those SCAAP sites that have planning permission and are committed will be re-allocated as such within the New Local Plan.

**Table 15: SCAAP Allocated Sites**

Policy No.	Site	Proposed Land Use (including number of new homes with or without planning permission)	Comments
PA3.1	Elmer Square Phase 2	Cultural and learning and supporting uses, including cafes, commercial workspace and studios	Short term delivery uncertain
PA4.1	Better Queensway Project	Residential (Approx. 1760 (Net 1268)), social and community uses, secondary town centre uses, including small retail units and cafes	Planning Permission. Committed Scheme.
PA7.1	Tylers Avenue Car Park	Retail, residential, public parking, transport interchanges	
CS1.1	Southend Pier	Leisure and cultural uses, including cafes, restaurants and small shops	
CS1.2	Seaways	Leisure, tourism, restaurants, cinema, hotel, public parking	Planning Permission. Committed Scheme.
CS1.3	Marine Plaza	Residential, leisure, restaurants, local shops	Planning Permission. Committed Scheme
CS1.4	New Southend Museum, Western Esplanade	Cultural, leisure, public parking, supporting café, restaurant and shops	Museum proposal in this location now not to proceed
PA8.1	Victoria Avenue	Residential, office, convenience retail, leisure, cafes, community facilities, public parking	Majority Complete
PA8.2	Baxter Avenue	Residential	
PA9.1	Sutton Road	Residential and community uses	Majority Complete
PA9.2	Guildford Road	Residential and convenience retail	



Map 9: SCAAP Allocated Sites

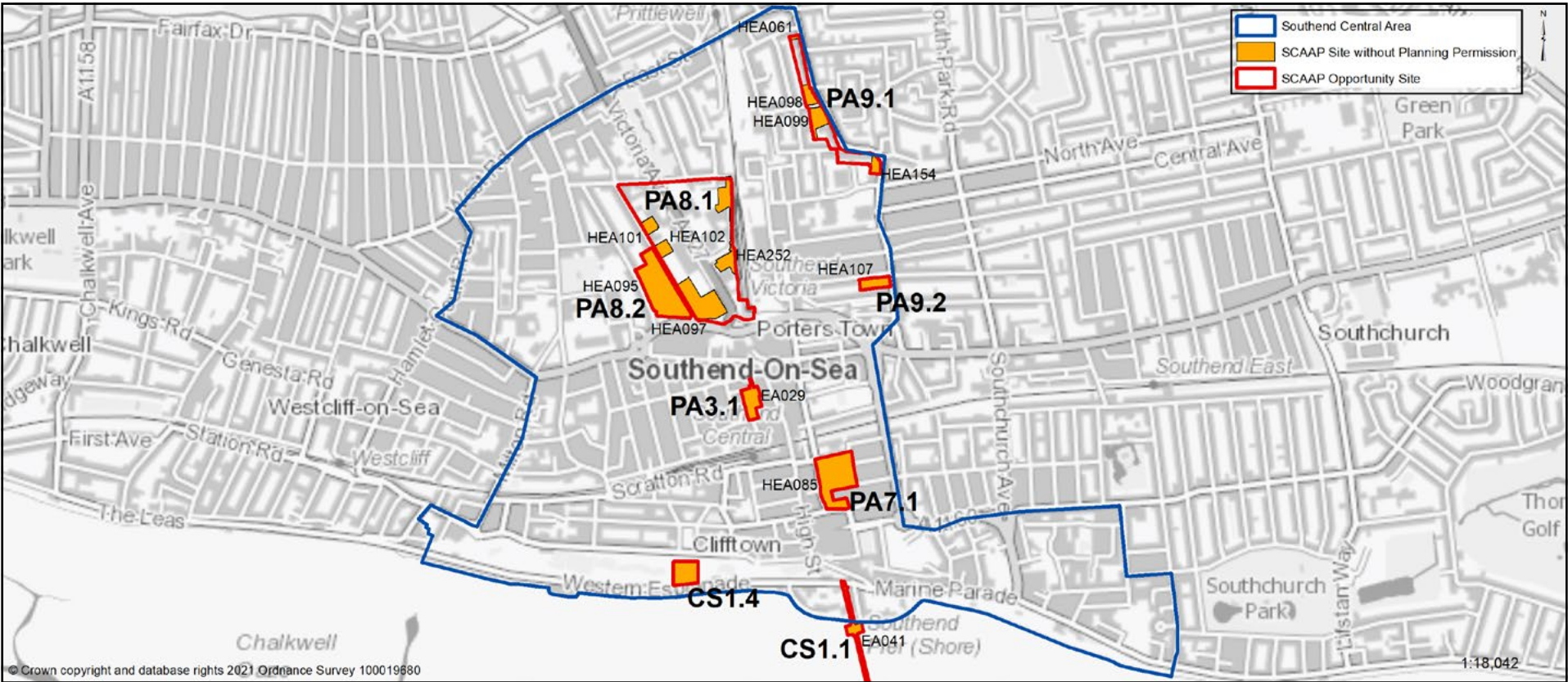


It is proposed that those allocated sites that are still outstanding be carried forward into the Southend New Local Plan with the Western Esplanade sites' proposed land use description amended to reflect the more recent decision not to proceed with a new museum development in this location. This site offers the opportunity to provide for either improved green space and recreational facilities or comprehensive development for a hotel, leisure and residential use and to facilitate the reinstatement of the Bandstand and associated facilities in this location on the roof of a new development scheme. These sites and the proposed revised land use description are set out in [Table 16](#).

**Table 16: Allocated Sites from SCAAP proposed to be taken forward into New Local Plan**

SCAAP Site Ref	Site Assessment Ref	Proposed Land Use (including number of new homes without planning permission)
Elmer Square Phase 2 (PA3.1)	EA029	Cultural and learning and supporting uses, including cafes, commercial workspace and studios
Tylers Avenue Car Park (PA7.1)	HEA085	Convenience retail, residential (approx. 150), public parking, transport interchanges
Southend Pier (CS1.1)	EA041	Leisure and cultural uses, including cafes, restaurants, and small shops
Western Esplanade Site (CS1.4)	12/00317/BC3M	Improved green and recreational space or a mixture of residential, hotel, cultural, leisure, public parking, supporting café, restaurant and shops. Roof gardens to complement Clifftown Parade gardens incorporating the reinstatement of Bandstand and associated facilities.
Victoria Avenue (PA8.1)	HEA097, HEA101, HEA102, HEA252	Several areas within the wider site yet to be developed for residential (Approx. 570)
Baxter Avenue (PA8.2)	HEA095	Residential (Approx. 610 (Net 350))
Sutton Road (PA9.1)	HEA061, HEA098, HEA099, HEA154	Remaining site yet to be developed for residential (Approx. 31 Sutton Road North and 56 Sutton Road South),
Guildford Road (PA9.2)	HEA107	Residential (up to 50), convenience retail

Map 10: SCAAP Allocated Sites without Planning Permission





### 2.5.3 Town Centre and Central Seafront – Allocated Sites

## Have your say...

### Please explain your answers

- a. Do you agree that the SCAAP Opportunity Sites and amended wording as set out in **Table 16** and **Map 10** should be carried forward into the Southend New local Plan? If not what amendments would you like? Please reference the site number when making your response.

### Additional Opportunities and Interventions

If Southend Central is to be reimagined and refocussed to ensure that it adapts and evolves to meet future needs, a more radical visionary approach is needed to identify potential opportunities and interventions.

Such potential opportunities running from north to south of the neighbourhood are identified in **Map 11** and **Table 17**. These opportunities are not currently adopted Council policy and are purely suggestions to stimulate and guide comment on how the town centre could be reimagined.

To view and comment on other land use proposals, including those sites being promoted to us for re-development, employment land designations, proposed protected green spaces and access to infrastructure please refer to **Part 3: Southend Neighbourhoods - Section 3.4: Southend Central**





Map 11: Potential Additional Opportunities and Interventions



#### Southend Central Potential Opportunities and Interventions

- SC1 - Civic Quarter Victoria Avenue
- SC2 - Victoria Shopping Centre
- SC3 - Northern Gateway to Town Centre
- SC4 - High Street, north- west side
- SC5 - Warrior Square Car Park
- SC6 - Central Railway Station
- SC7 - High Street
- SC8 - High Street
- SC9 - Chichester Road
- SC10 - Market Place
- SC11 - Royals Shopping Centre
- SC12 - Royals precinct (top of Pier Hill)
- SC13 - Golden Mile Marine Parade
- SC14 - Eastern Esplanade
- SC15 - Kursaal, Eastern Esplanade
- SC16 - Western Esplanade
- SC17 – Former Gas Works, Eastern Esplanade



**Table 17: Potential Additional Opportunities and Sites**

Map Ref.	Site	Potential Land Use	Comments
SC1	Civic Quarter Victoria Avenue	Relocation of civic offices, art gallery and museum functions to town centre. Residential led development of the area.	Long Term Scheme
SC2	Victoria Shopping Centre	Refurbishment for mixed use scheme including shops, cafes, restaurants, public services, leisure and residential	Short – Long Term Scheme. Owned by Southend-on-Sea Borough Council
SC3	Northern Gateway to Town Centre	Mixed use redevelopment, comprising commercial, residential with the opportunity to provide taller buildings and visitor accommodation with good links to Victoria train station. Improved public realm, landscaping and seating and the creation of a wider/improved pedestrian gateway to the town centre	Short/Medium Term Scheme Links with public realm improvements to the London Road east of College Way
SC4	High Street, north – west side	Break through High Street to open up The Forum and facilitate the creation of public events space. Additional cultural and learning and supporting uses	Long Term Scheme. Potential to incorporate as part of the Elmer Square Phase 2 development (see <a href="#">Table 16</a> above).
SC5	Warrior Square Car Park	Possible redevelopment for residential (with possible relocation of civic services)	Medium/Long Term Scheme Local character and distinctiveness of the Warrior Conservation Area to be respected. Loss of existing parking could be offset through increased provision at Tylers (see <a href="#">Table 16</a> above).
SC6	Central Railway Station	Redevelopment of adjacent land for residential and civic space, including landscaping around station	Medium Term Scheme
SC7	High Street	Rationalisation of highway space to create extensive landscaping	Short/Medium Term Scheme
SC8	High Street	Encourage residential use above shop/commercial units	Short/Medium Term Scheme

Map Ref.	Site	Potential Land Use	Comments
SC9	Chichester Road	Rationalisation of road space to create cycle lane and extensive landscaping with links to High Street	Medium Term Scheme
SC10	Market Place	Promote plot by plot refurbishment and redevelopment for independent small-scale shops, boutiques, cafés, bars and small studio style workshops with live/ work units and residential uses above ground floor level	Medium Term Scheme. Local character and distinctiveness of the Clifftown Conservation Area to be respected.
SC11	Royals Shopping Centre	Mixed use scheme including shops, cafes, restaurants, leisure and residential	Medium/ Long Term Scheme
SC12	Royals precinct (top of Pier Hill)	Creation of outdoor seating/cafes/landscaping with public events space (linked to scheme 13)	Medium Term Scheme
SC13	Golden Mile Marine Parade	Contains Opportunities for mixed-use redevelopment, including for leisure, cafes and residential above. Creation of new pedestrian link to Marine Parade from the town centre designed around the concept of 'Spanish Steps'.	Medium Term Scheme
SC14	Eastern Esplanade	City Beach Phase 2 – Eastern Esplanade (from The Kursaal to Victoria Road)	Medium Term Scheme Extensive public realm improvements
SC15	Kursaal, Eastern Esplanade	Refurbishment for mixed use scheme including leisure, cafes, restaurants, hotel, residential, parking and ancillary shops	Short/Medium Term
SC16	Western Esplanade	City Beach Phase 3 – Western Esplanade (from The Pier to Cliffs Pavilion)	Long Term Scheme Extensive public realm improvements
SC17	Former Gas Works, Eastern Esplanade	Considered suitable for a major mixed-use scheme that could include residential, leisure, cafes and restaurants and parking	Long Term Scheme The site has now been cleared and laid out for temporary public parking

These potential additional opportunities and sites are aspirational in their approach, aimed at continuing the regeneration of the area and securing its long-term sustainable future. Your views are sought on these potential schemes and any other thoughts you may have on alternative schemes and how the regeneration of the area could be effectively promoted and achieved.

### 2.5.4 Town Centre and Central Seafront – Potential Opportunities and Interventions

## Have your say...

### Please explain your answers

- Do you agree with the identified potential opportunities set out in **Table 17**? Please include the map reference when making your response.
- Are there any other ways in which the regeneration of Southend Central could be promoted and achieved? Please explain your answer.



## 2.6 Protecting and Enhancing Green Space and the Coastline



- Continuing to protect existing green space
- PLUS – ambition to create a new Country Park to the north of Southend as part of a new neighbourhood
- 7 Green Flag Parks
- 20,000+ street trees
- Tree canopy cover is 12% of the Borough
- 7 miles of Coastline



- 5 blue flag beaches
- 8 Nature Conservation Areas

Green infrastructure provides a range of environmental, social and economic benefits, including: increasing biodiversity; improving people's physical and mental health and wellbeing; encouraging local food growing and healthy food environments; encouraging active travel and safer roads; and contributing to making places more attractive for visitors and investors. The Borough's green infrastructure network also plays a vital role in climate change mitigation and adaptation. Open space, trees, soft landscaping such as green walls and roofs can reduce the urban heat island effect making the built environment more comfortable during the summer months, provide shade, reduce air pollution and store surface water and carbon.

Southend on Sea has almost 600 hectares of parks and green space, including district, local and neighbourhood parks, playing fields, sports areas, allotments and woodlands, and 5 designated sites for nature conservation. Seven parks were awarded Green Flag status in 2020, reflecting the quality and variety of their offer, and 7 miles of almost continuous coastline provides an important leisure asset, with 5 Blue Flag beaches designated for 2020.

A Tree Canopy Study undertaken in 2019 found that 12% of the Borough is covered by trees, including street trees, trees within parks and open spaces, woodland, and within private gardens. The Council's Tree Policy aims to increase this to 15% through targeted action to plant within parks, provide new street trees in areas with gaps in coverage, and in partnership with community groups and individuals to encourage more

trees to be planted within gardens and other private land.

Southend is a densely developed area with limited opportunities for new green space. However, there will be opportunities to create green space where new development is proposed, including enhanced public realm, as well as improving connections between green spaces through soft landscaping, tree planting and better signage and way finding. Such small interventions can make a significant impact as part of the wider network.

ASELA, the association of South Essex local authorities, has proposed the creation of South Essex Estuary Park (SEE)<sup>1</sup>. The Park will be a single regional parkland system, with multiple benefits including flood risk management and climate change mitigation, featuring a continuous and accessible coastal path from Tilbury Fort to Shoeburyness. It will boost eco-tourism and biodiversity, support a green economic recovery and provide easy access for residents to high quality green space, restored marshlands and new woodland. Continuous access to the coast for pedestrians and cyclists is also promoted through the England Coast Path<sup>2</sup> and Sustrans national cycle route<sup>3</sup>. It also remains an ambition to improve the Cinder Path linking Leigh railway station/Old Leigh and Chalkwell Esplanade, which forms part of this strategic network to provide enhanced access for pedestrians and cyclists.

### Southend's Coastline

Southend's blue infrastructure network includes the foreshore, which is protected as a habitat for bird species, with five internationally designated sites for nature conservation within the Borough, covering the intertidal part of the Thames Estuary. These sites support a wide range of important bird species, in particular providing overwintering feeding grounds. There are several ponds within Parks such as Priory, Friars, Southchurch and Gunners Parks, and Eastwood Brook and Prittle Brook, which provides an important link between Belfairs Woods and Priory Park as a wildlife corridor and for recreation and active travel. These will continue to be protected.

The cumulative impact of growth across South Essex is expected to increase pressure for recreational and leisure pursuits in or nearby European sites, impacting on their integrity. This impact is being addressed through the Essex Coast RAMS partnership, to implement mitigation measures to alleviate pressure on designated habitats from recreation, funded from developer contributions. While carefully managing the impacts of visitors on overwintering birds, public access to the coastline continues to be supported, including the implementation of the England Coast Path project to provide continuous coastal access for walkers and improve the quality of this route, for example with signage.

1 More than a park – vision for South Essex Estuary (SEE) Park... | ASELA – [www.southessex.org.uk/news/more-than-a-park-vision-for-south-essex-estuary-see-park-announced](http://www.southessex.org.uk/news/more-than-a-park-vision-for-south-essex-estuary-see-park-announced)

2 England Coast Path: overview of progress – [www.gov.uk/government/publications/england-coast-path-overview-of-progress](http://www.gov.uk/government/publications/england-coast-path-overview-of-progress)

3 The National Cycle Network – [www.sustrans.org.uk/national-cycle-network](http://www.sustrans.org.uk/national-cycle-network)



### What You Told Us

In response to the New Local Plan Issues and Options document you highlighted a number of detailed issues and other matters of concern relating to parks and open spaces. These included:

- the need for a strategic approach to green and blue infrastructure as a cross-boundary issue
- the importance of greening the existing built up area, including Southend town centre and need for more tree planting, biodiversity measures, and sustainable drainage provision
- need to target any areas of green space deficiency and protect existing areas of green space
- net gain for biodiversity
- importance of green space for health and wellbeing
- climate change should feature more prominently

Climate change avoidance and mitigation is integral to the local plan and is included within the draft aim and objectives in Part 1. More detailed policies will be included in the next iteration of the plan as the Preferred Options are developed.

### Protecting and enhancing Green Space

The New Local Plan therefore proposes to:

- protect green space from development;
- where justified designate green spaces of particular value to the community as 'Local Green Space'<sup>4</sup> providing them with increased special protection;

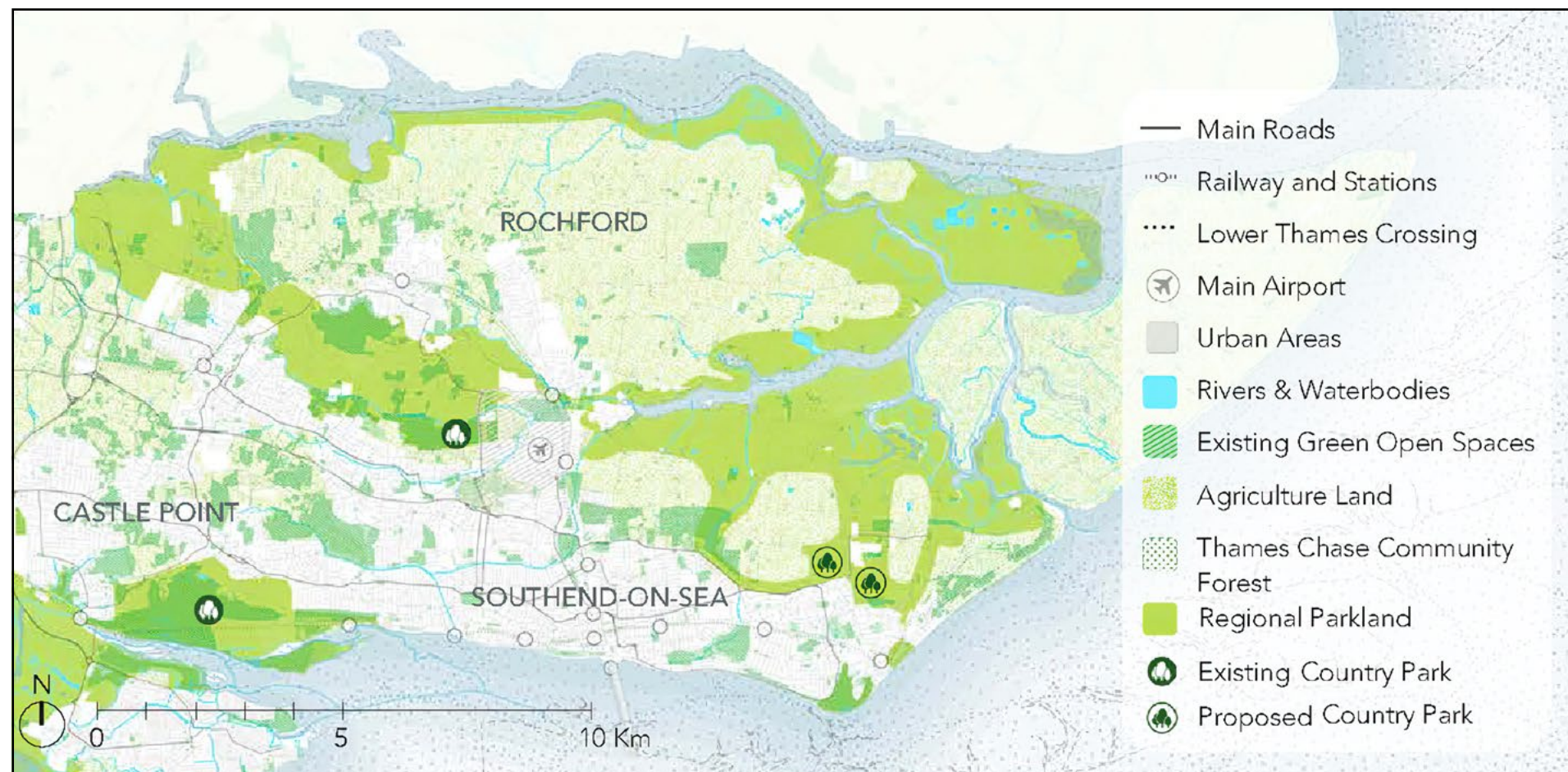
- continue to support the ambition to create a Country Park to improve access to green space for residents in the east of the Borough;
- identify areas of search/ indicative locations where new and improved green spaces will be promoted within areas lacking local access; and
- identify lower quality underutilised green spaces which provide potential for development for alternate uses.

The role of new Country Parks is explored as part of the South Essex Green and Blue Infrastructure Study (2020). If a new neighbourhood or neighbourhoods were to come forward on the edge of Southend or outside the Borough as part of Strategy Option C and/or D, this would provide the impetus to realise a long held ambition of creating a country park to the north east of Southend, which would form part of the South Essex Estuary Park. This would better connect the urban area of Southend with the rural fringes of the Crouch Estuary by linking up existing rights of way and providing greater public access to green space – see **Figure 10** below. This is for indicative purposes only, and the precise extent of the country park would be determined through a master planning process, but green infrastructure provision could include community growing sites, meadowland burial provision or deliver other local priorities for green space and biodiversity. There may also be an opportunity in the longer term to create new greenways (for pedestrians, cyclists and equestrians) linking residential areas with the Roach Estuary, for example utilising the existing private road to Barling Landfill sites, Mucking Hall Road.

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<sup>4</sup> See guidance on Local Green Space designation – [www.gov.uk/guidance/open-space-sports-and-recreation-facilities-public-rights-of-way-and-local-green-space#Local-Green-Space-designation](https://www.gov.uk/guidance/open-space-sports-and-recreation-facilities-public-rights-of-way-and-local-green-space#Local-Green-Space-designation)

Figure 10: South Essex Green and Blue Infrastructure Study (2020)



Composite Figure.30, Figure.33, Figure 36 and Figure.39 of the South Essex Green and Blue Infrastructure Study (2020)

All green spaces proposed to be protected can be viewed in [Appendix B](#) and you can comment on them within [Part 3: Neighbourhoods](#).





### Addressing deficiencies in the quantity and quality of and access to green space

Parks and green spaces are not evenly distributed across Southend with Central Southend and Westcliff neighbourhoods having the most limited provision of green space in the Borough. It is therefore important to protect green space in such areas, to seek to provide new provision or urban greening from new developments, and to provide better connections between them to promote active travel through walking and cycling. Where there are particular gaps in access to green space these are described in the relevant neighbourhood section. All existing allotment sites will continue to be protected.

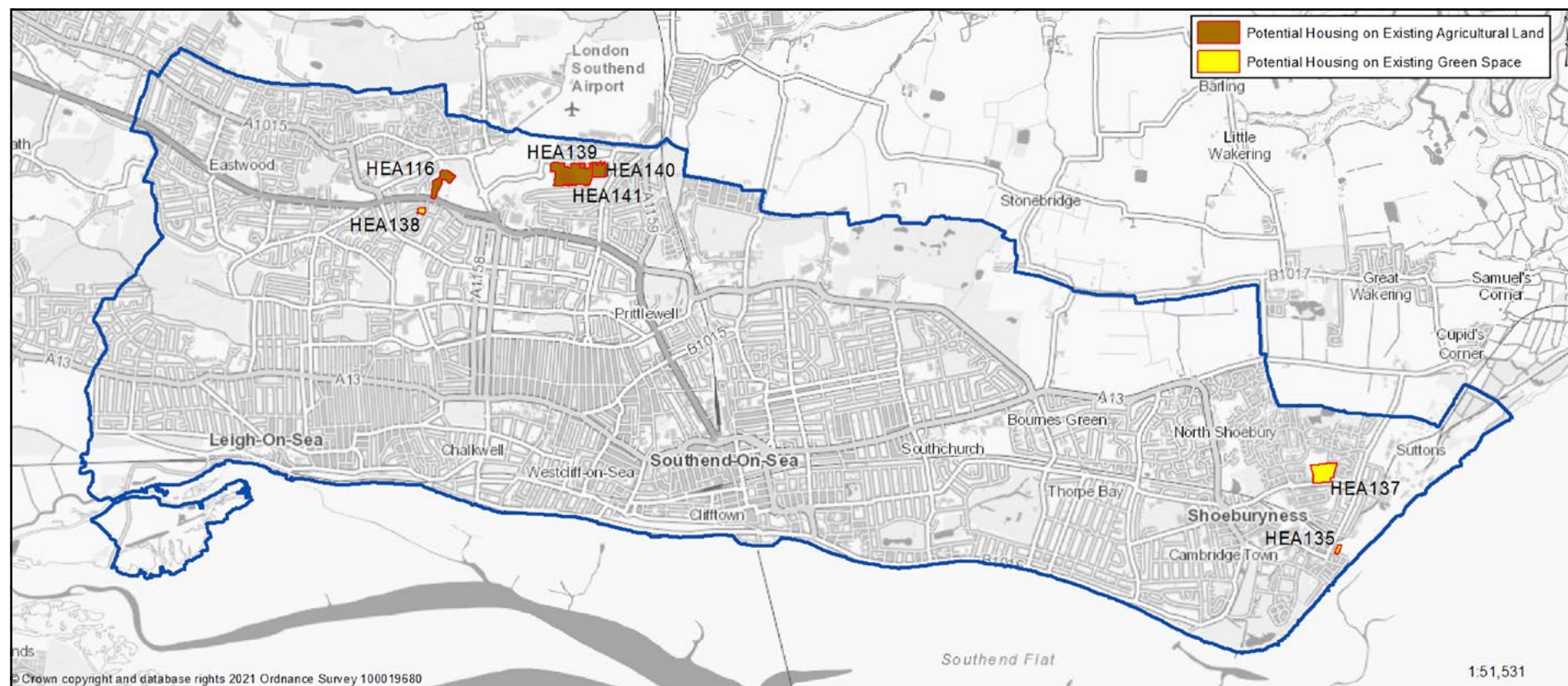
In addition, a new Country Park in the north-east of the Borough provided as part of new Neighbourhoods on the edge of Southend (see Section 2.3 above) would complement the existing facilities at Hadleigh and Cherry Orchard Jubilee Country Parks in Castle Point and Rochford, and ensure residents living within the built-up area of Southend have more equitable access to natural green space.

### Releasing Existing Green Space for Housing Development

There are a number of green spaces and areas of agricultural land within the urban area that are being promoted for residential development. These are set out in [Table 18](#) and defined in [Map 12](#).

All sites proposed to be designated as green space or agricultural land can be viewed in [Appendix A](#) and you can comment on them within [Part 3: Neighbourhoods](#)

Map 12: Existing Protected Green Space or Agricultural Land with the Potential for Alternative Use



Mapping Feature (Potential Residential Sites) **Southend-on-Sea Borough Council – Local Plan: Map 1 Borough wide map with neighbourhoods and specific housing and employment allocations** ([opus4.co.uk](https://opus4.co.uk))

**Table 18: Existing Protected Green Space or Agricultural Land with the Potential for Alternative Use**

Map Ref.	Site	Description	Potential Alternative use	Neighbourhood Area	Area (Ha)	Justification
HEA138	Land at Mendip Crescent/ Dunster Avenue	Green Space	Residential. Tree planting on the remaining green space. A programme of tree planting has begun on the site which has been identified as having potential for woodland as part of the corporate strategy to increase canopy cover in the Borough.	Leigh	0.39	Land is in public ownership and underutilised, with potential for residential development.
HEA137	Land at Elm Road	Green Space	Residential. Tree planting on the remaining green space would increase biodiversity. There is an existing programme of managing the habitat with controlled cutting regimes to increase biodiversity. Site remediation would also be required.	Shoeburyness	3.77	
HEA135	Land at George Street	Green Space, former playing field associated with Hinguar School. Covenant issues on land	Residential, potential to enhance adjacent East Beach recreational / environmental offer	Shoeburyness	0.32	
HEA141	Land to South of Eastwoodbury Lane	Agricultural Land	New transport access, school, residential, improvements to remaining green space	Eastwood	7.17	
HEA140	Land to South of Eastwoodbury Lane	Small Holdings	Residential, improvements to remaining green space	Prittlewell	1.63	
HEA139	Land to South of Eastwoodbury Lane	Small Holdings	Residential	Prittlewell	0.21	
HEA116	Land at Brendon Way/ North of Prince Close	Agricultural Land	Residential	Prittlewell	2.45	
EA024	Land at Nestuda Way/ Eastwoodbury Lane	Agricultural Land	Employment	Eastwood	1.56	
Please note additional sites are being promoted on agricultural land as part of the provision of a new neighbourhood on the edge of Southend – please see section 2.3						
Total					17.5	



### Protecting and Enhancing Green Space and the Coastline

#### What does this issue cover?

- Protecting and enhancing the wide range of parks and open spaces and coastline within the Borough, contributing to the support of mental and physical wellbeing
- Maintaining the character and integrity of the undeveloped coast
- Identifying opportunities for greater biodiversity and strengthening of green corridors throughout the urban area of Southend, promoting opportunities for active travel
- Identifying opportunities to improve and create local green space where appropriate

#### What information or evidence do we need for this issue?

- South Essex Blue and Green Infrastructure Study (2019)
- Southend parks and open spaces assessment (2020)
- Essex Coast RAMS Strategy (2018)
- Tree Canopy Cover study (2019)
- Pollinator Study (2020)

#### Related Southend 2050 Outcomes – where we want to be

- We have invested in protecting and nurturing our coastline, which continues to be our much loved and best used asset
- More people have physically active lifestyles, including through the use of open spaces
- Our streets and public spaces are valued and support the mental and physical wellbeing of residents and visitors
- People have a wide choice of transport options
- There is a tangible sense of pride and local people are actively, and knowledgeably, talking up Southend

### 2.6 Protecting and Enhancing Green Space and the Coastline

## Have your say...

#### Please explain your answers

You can view and comment on specific sites within Section 3: Neighbourhoods.

- a. Do you support the creation of new strategic green space or a new Country Park as part of the provision of a new neighbourhood/s to the north of Southend (**Figure 10**)?
- b. Do you agree with the green space sites / agricultural land identified as having the potential to be released for development (**Table 18** and **Map 12**)? Please explain your answer.
- c. Do you agree with the approach to protecting designated coastal habitats and supporting public access to the coast? Please explain your answer.
- d. Do you have any other comments on our proposed approach to green space policy?

You can also view and comment on all the individual sites using the online mapping feature **Southend-on-Sea Borough Council – Local Plan: Map 3 Green Spaces** ([opus4.co.uk](https://opus4.co.uk))

## 2.7 Transport and Access



- Nearly 30,000 daily outbound commuting journeys
- 1.09 cars per household
- (1.31 cars per house/ 0.65 cars per flat)
- 447 electric vehicles registered in Southend and rising

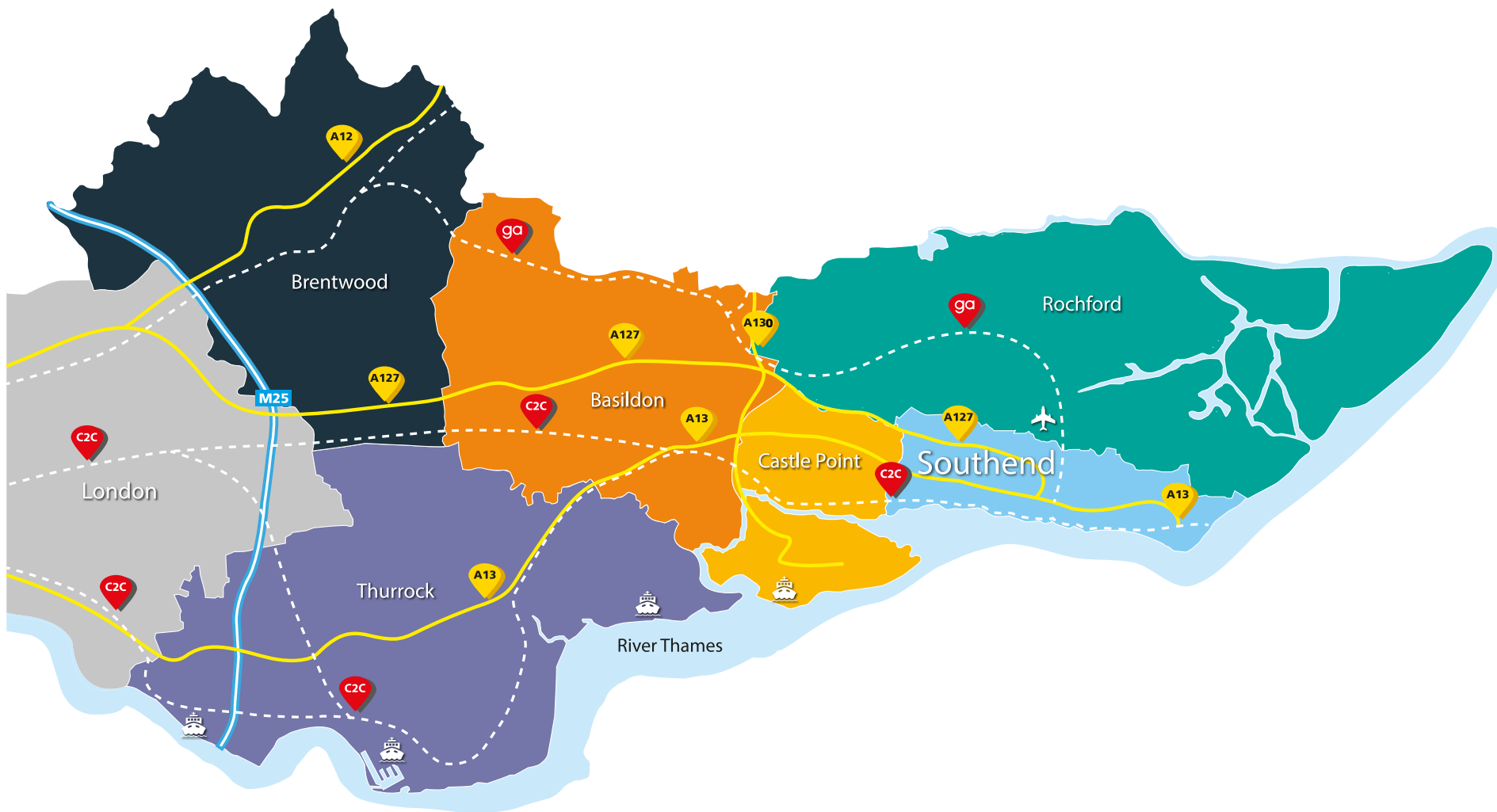


- 9 train stations
- 15.5 million – total rail trips in 2019
- Extensive bus routes
- 13% drop in bus journeys between 2009/10 and 2018/19

### Context

Transport in Southend is strongly impacted by the geography of the town. Situated on a peninsula the town is only accessible from the west and north. The Thames Estuary provides a barrier to the south and the east though it does offer opportunities for river transport ([Map 13](#)).

## Map 13: Southend Context



Southend is well connected primarily by the A127 and A13 and the two railway lines to London (Fenchurch Street and Liverpool Street). However, longer journeys are funneled westwards to the A130, M11, M25 and London. These wider strategic networks are outside the remit of this New Local Plan but provide context on the transport challenge facing the Borough.

Within Southend there are issues with congestion at key junctions, particularly along the A127 and A13, and around the Town Centre and on Sutton Road. The Borough has a number of major bus routes that are all impacted by traffic congestion and a lack of priority measures. There are a number of cycle routes but there are gaps in this provision, with limited north-south cycleways and a lack of an overall network.

Tourism is an important part of the Borough's economy, though this is highly seasonal. The result is that transport issues like congestion and overcrowding are particularly severe on a few key days. The Southend Central Area Action Plan (2018) included a number of measures to help address seasonal peaks in parking demand in the Central Seafront Area and Town Centre and the Council has implemented a new Parking Charges Strategy in 2021 to help manage parking more effectively. The Tourism Strategy going forward will support Southend as an all year round resort and staycation destination to level out seasonal peaks.

Southend Airport has been expanding rapidly with over 2 million passengers in 2019 and is capable under existing permissions to achieve 6 – 8 million passenger per annum depending on aircraft sizes. There remains a commitment to improving the use of public transport to get to and from the airport and thereby mitigate impacts on the road network.

### Improvements to the Transport and Access Network

The Southend Local Transport Plan identified interventions required to deliver existing growth targets to 2021 as set out in the Core Strategy (2007) (6,500 homes, 13,000 jobs, plus impact of airport) and the Council has delivered a package of schemes, predominantly on the A127 Corridor and within the Town Centre. The schemes are listed in [Table 19](#). However, the effects of the pandemic have hit the aviation industry hard and this is likely to push any further expansion for some time, coupled with any Government restrictions arising from the Climate Change agenda.



**Table 19: Completed or under investigation transport schemes**

Scheme	Progress
A127 Progress Road Junction Improvement	Completed. Funding bid for further improvements made. Awaiting decision
A127 Cuckoo Corner Junction Improvement	Completed
A127 / A1015 Kent Elms Junction Improvement	Completed
A127 The Bell Junction Improvement	Under construction. Due for completion 2021
Southend Central Area Transport Schemes	East Street and Victoria Avenue in design. Victoria Avenue/Carnarvon Road/Great Eastern Avenue/Victoria Avenue Service Road/Public Realm improvements – Completed. London Road – Partially complete remainder in construction
A127 / A13 Victoria Gateway Improvements	Completed
A127 / B1013 Tesco Junction Improvement	Completed
City Beach Phase 1	Completed
Pier Hill Improvements	Completed
Better Buses Fund	Completed
South Essex Active Travel Fund	Completed
Local Sustainable Transport Fund	Completed
Better Queensway	Recent Planning Permission
Improved Car Park Signage and Guidance Systems	In progress
Car Parking in the Town Centre and Central Seafront	In progress



The Council is reviewing its current Local Transport Plan (LTP3), with updated policies and implementation plan. The development of a new LTP4 will be important in identifying transport priorities for the Borough and will be closely aligned with the New Local Plan as well as broader Council priorities.

### Strategic Network

Work has been commissioned by the Association of South Essex Authorities (ASELA) on Transport issues. This examines the adequacy of the existing transport networks in meeting needs for movement. This identified three different “clusters” of centres which have functional links with each other. Southend is included within two of the clusters. Some of the links within and between towns are good (such as parts of the towns close to the rail corridors and along the A127). However, there are substantial gaps in north-south linkages by all modes and some areas are especially hard to access by public transport, e.g. employment and retail sites along the A127 and residential areas. The Study looks at how the different centres of South Essex could act as transport hubs with improved linkages between them. Ways of addressing this include developing strategic movement corridors such as Rapid Transit, incorporating segregated sections and development of enhanced transport hubs.

The concept has still to be developed in detail. For Southend, a new neighbourhood on the administrative boundary with Rochford district offers the potential to include a rapid transit corridor linking with the A127 as part of a holistic approach to movement and link into a broader network. This would be complemented by an enhanced central “hub” location for bus/rail/rapid transit linkages (location to be determined) and

potentially a hub at the Airport.

At a Regional level, Transport East<sup>1</sup> has been established by the Government to address how transport can be improved across the whole of the East of England. Work on producing a Strategy is still at an early stage.

All strategic transport improvements will require considerable investment and Government funding. Those schemes located outside the Borough are not within the control of the Council while even those within the town would, in many cases, require partnership working.

### What You Said

There were a broad range of comments on transport as part of the previous Issues and Options consultation on the New Local Plan held in early 2019. There was support for new infrastructure development with some respondents wanting the A127 to have major upgrades. There was also recognition that Strategic Option 3 (Urban extension) would require a Link Road with some of this being within the Rochford District. Various route options were suggested.

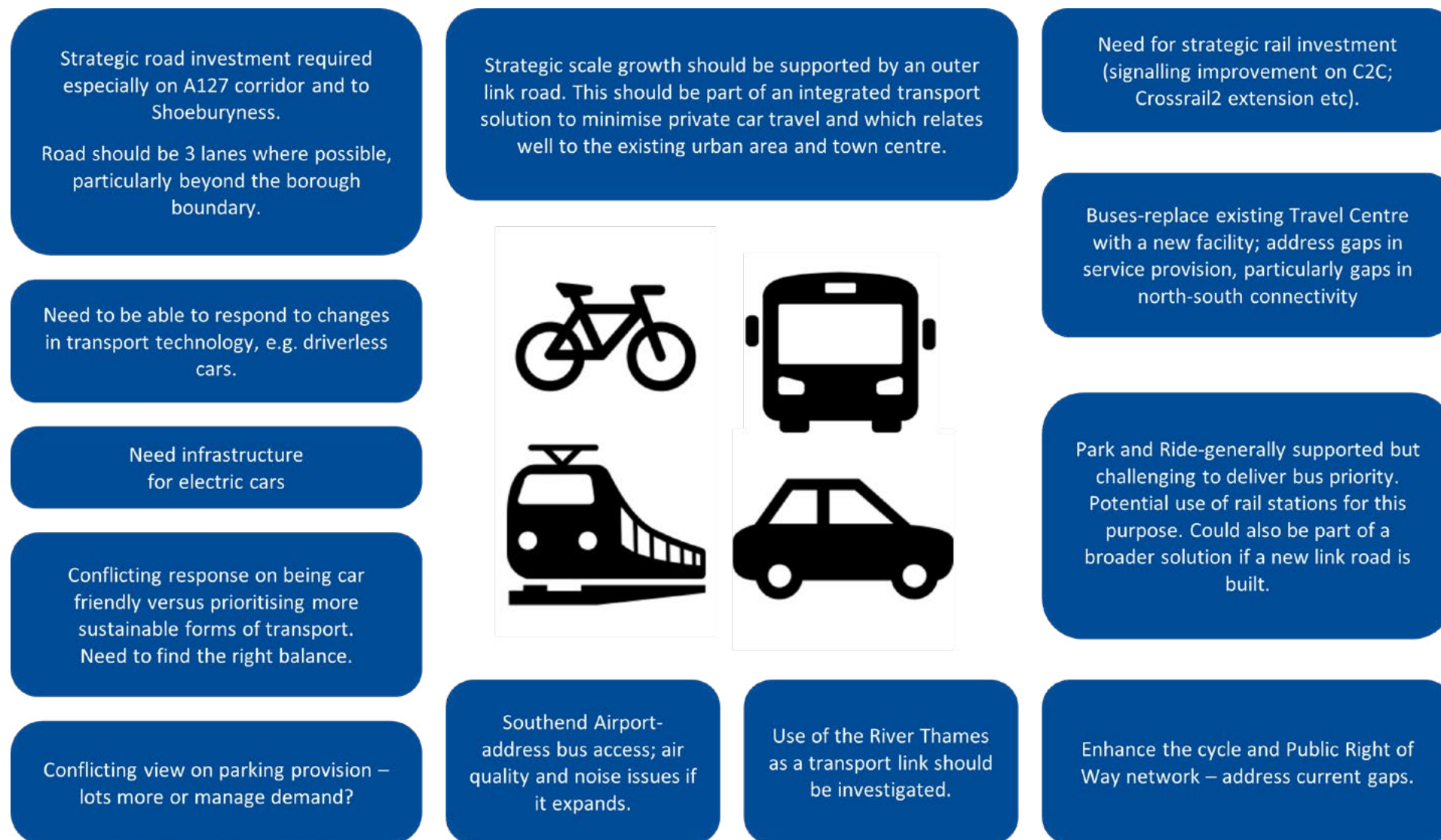
Enhancements to the road network were balanced by many respondents wanting to see improvements to walking, cycling and public transport networks, especially considering the growing importance of climate change. This included suggestions such as more bus priority measures.

Some respondents suggested reducing parking levels while other respondents wanted to see more. There was also recognition that Tourism brings its own transport challenges and that particular parts of the Borough have their own specific transport challenges. Comments are summarised in **Figure 11**.

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<sup>1</sup> [www.transporteast.org.uk](http://www.transporteast.org.uk)

Figure 11: Summary of Comments Made on Transport Elements of Issues and Options Report



### Issues to be Considered

#### Impact of the Covid Pandemic

Covid-19 has had significant impacts on transport. In the Spring 2020 lockdown, traffic across the country dropped to levels last seen in 1957, and the use of public transport and the airport dropped by as much as 90%. In contrast, cycling nearly tripled. The consequent months have seen a divergence in fortunes by different modes of transport, with public transport in particular struggling to recover its passengers.

Working from home could have significant impacts on how people travel to employment in future. It could considerably reduce future levels of rail commuting to London in particular, especially at peak times. It draws out the potential increasing importance of neighbourhood centres as employment “drop-in” hubs and how access to these locations could be made more attractive for residents who walk and cycle. Greater working from home also draws out the importance of developing robust digital networks. An understanding of changing demands for transport as well as how to best provide for changing mobility patterns will require flexible responses and monitoring.

#### Public Transport, Walking and Cycling

The future level of services on the railways in Southend is tied to the outcomes of the Government’s Rail Review, which has indicated that there are likely to be considerable change to the current system of rail franchising. The future of the bus network is reliant on ensuring that core bus services become commercially viable again.

There has also been significant Government action in promoting walking

and cycling as a mode of transport. For shorter trips (less than a mile), walking and cycling is being pushed by Government policy as the primary means by which people should get around, and Government is investing in delivering Active Travel Schemes. New design guidance<sup>2</sup> has also been produced which requires every transport project to be assessed for how it improves the environment for walking and cycling.

Significantly, the Climate Change Committee in the Sixth Carbon Budget identified the need to take action in reducing the amount of trips people take, especially by the most polluting modes of transport. This means designing towns and cities in a manner that reduces the need to travel – for example by ensuring homes are located close to a range of day-to-day services and facilities and that these services and facilities are within easy reach by foot, bicycle, or by public transport, with associated benefits related to improving physical and mental health and wellbeing.

#### Climate Change Impacts

Climate change impacts will become increasingly challenging over the Plan period and will be addressed in the next iteration of the New Local Plan. Transport related emissions are around a third of overall emissions locally. It is important that the New Local Plan addresses this if the Council is to address its “Climate Change Emergency” aspirations. The delivery of electric vehicles, and associated charging infrastructure, will help to reduce emissions, and local councils will need to ensure that policies are in place to help support this.

#### Digital Technology

Within the New Local Plan period the impacts of digital technology will become more prevalent. Revolutionary technologies like Mobility

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<sup>2</sup> Local Transport Note 1/20

as a Service<sup>3</sup> and autonomous cars may be adopted, but similarly some existing services could be augmented and improved by new technologies. This can include booking car parking spaces, booking car club cars to hire, and the supply chain becoming increasingly automated.

### Car Parking

The availability of parking is an issue and can manifest in a number of ways. Average car ownership within Southend is 1.09 cars per household (1.31 cars per house and 0.65 cars per flat). The number of cars per household fluctuates between the different neighbourhood areas of Southend, for instance the rate within Southend Central, which comprises the town centre, is significantly lower than the Borough average being 0.69 cars per household (0.94 cars per house and 0.56 cars per flat).

In the more densely built up parts of the Borough with no off-street parking, there are challenges with the availability of on-street parking and its management. In suburban areas provision of parking for multi-car households needs to be assessed alongside overall design principles so that parking is incorporated in such a way that it doesn't dominate the street scene and local environment.

When designing future developments, how parking is incorporated in an attractive way is an important consideration. This needs to be balanced; setting parking standards too high, whilst potentially mitigating on-street parking stress, can underutilise land where off-street spaces are not all used, encourage greater car ownership and therefore increased trips on the local network, limit the amount of development/ provision of new

homes and potentially limit amenity space/ green space that can be provided within the development.

For local and town centre businesses, the views expressed on parking during the Issues and Options consultation (2019) were more mixed. Improved car parking is on the one hand sometimes considered as essential to ensuring that people can support local shops and businesses. However, wider evidence suggests<sup>4</sup> that improving accessibility by bicycle, on foot, and by public transport is as important in encouraging people to shop locally. These modes can make up a significant proportion of local shopping trips. Supporting the accessibility of local businesses and retail by all modes should be considered.

The use of the car forms an important mode of tourism trips, particularly for families, and this needs to be taken into consideration in planning for future transport provision. This is recognised in the Southend Central Area Action Plan (SCAAP) which seeks to retain a level of parking provision in the Southend central area south of the railway line that supports the viability of the local tourism industry, whilst also recognising the important role other modes of transport play in helping people access the tourism offer.

### Development Options and Transport Impacts

All new development has transport impacts. Increasing urban capacity (Strategy Option A<sup>5</sup>) has advantages where new development is concentrated in close proximity to existing services making it easier for more people to walk and cycle to meet their everyday needs.

<sup>3</sup> This is the integration of several different transport service into a single service offering, such as a mobile phone application, available on demand, and with integrated ticketing and journey planning

<sup>4</sup> Living Streets (2020) The Pedestrian Pound. Link: [www.livingstreets.org.uk/media/3890/pedestrian-pound-2018.pdf](http://www.livingstreets.org.uk/media/3890/pedestrian-pound-2018.pdf)

Transport for London (2018) The Economic Benefits of Walking and Cycling. Link: [tfl.gov.uk/corporate/publications-and-reports/economic-benefits-of-walking-and-cycling](http://tfl.gov.uk/corporate/publications-and-reports/economic-benefits-of-walking-and-cycling)

<sup>5</sup> Refer to Section 2.3 of the New Local Plan for reference to Strategy Options

Individually, such development often has a relatively small impact on existing transport networks, however when considered cumulatively the impact can be significant, e.g. on parking and on key junctions.

For Strategy Option B “Facilitating urban change”, transport impacts will vary considerably according to location. Former employment sites close to stations and bus stops are more sustainable than more peripheral greenfield sites where there has previously been limited traffic generation, though with good design impacts can be reduced.

For Strategy Option C and D the development of new neighbourhoods to the north-east of the Borough, including land at Fossetts Farm, needs careful consideration in terms of transport impacts. The A1159 (Eastern Avenue/Royal Artillery Way) which links Shoeburyness to the A127 already has congestion issues at peak periods, particularly from Sutton Road westwards.

The highly urbanised nature of Southend creates challenges for making transport improvements. The A13 is single lane and has shops along much of its length, on-street parking and many junctions. This makes it challenging to improve travel times. The A127 is dual carriageway but has housing along parts of the corridor. While there remains scope for selective widening in some places, making further improvements to junctions is challenging and is likely to be very costly. Limited carriageway capacity creates challenges in managing competing pressures. For example, an extra vehicle lane may require removal of a cycle path (though that could be mitigated by improving provision for cyclists on the other side of the road).

A “Park and Ride” site is a possible option, however, to be attractive to users it must offer a competitive journey time to visitor destinations. To achieve this, bus priority measures would need to be put in place, but

these would take space from other vehicles on an already crowded road. Pricing would also need to be competitive to attract users and be cheaper than the equivalent of parking at visitor destinations such as the airport, town centre or seafront. A bus (or very light rail) rapid transit option would also be likely to have implications for highway capacity as priority measures would be required though some routes would be outside existing main corridors.

The Council is updating its multi-modal model to consider transport impacts. One transport improvement being considered is a new multi-modal link road. This could be routed between points A, B and C ([Figure 12](#)), where:

- Link A to B between A127 (Nestuda Way) and Harp house Roundabout is within Southend; and
- Link B and C between Harp House Roundabout and Bournes Green Chase would include land within both Southend and Rochford District.

Another option for improving strategic road connectivity would be to build a new road linking a new neighbourhood to the north of Southend through Rochford District to link up to the A130. This would considerably enhance road and possibly bus links from the east of Southend northwards towards Chelmsford. However, the cost of such a route is likely to be prohibitive and would be located within Rochford District and would need the full support of Essex County Council as Highway Authority. Delivery of this is outside the remit of the New Local Plan.

Any road-based solution would also need to be fully integrated with public transport, walking and cycling improvements with good access to existing train stations. Careful design of the neighbourhoods can also help to reduce the need to travel including through the design of “walkable neighbourhoods”.



Figure 12: Possible access points for potential new link road.



### Transport and Access

#### What does this issue cover?

- Strategic and local highways issues
- Provision of a new link road
- Providing for sustainable transport modes, public transport, walking and cycling, encouraging active lifestyles
- Implications of new technology on transport patterns, contributing to Southend being recognised as a Green City
- Encouraging enhancements to the public realm, providing well designed, well connected, streets and spaces to encourage active travel

#### What information or evidence do we need for this issue?

- Southend Transport Assessment (2021)
- Local Transport Plan 3 including monitoring
- Public Health and Air Quality statistics
- Health and Wellbeing Strategy (draft)
- Southend Air Quality Strategy
- Low Emission Strategy (2018)
- Transport operator figures
- Southend Borough-wide Parking and Access Strategy (2018)

#### Related Southend 2050 Outcomes – where we want to be

- We act as a Green City with outstanding examples of energy efficient and carbon neutral buildings, streets, transport and recycling
- Working with the public transport providers to enhance and encourage the use of the existing provision moving towards a long-term aspiration to open new routes, enabling a wider accessibility to public transport options
- People have a wide choice of transport options
- We are leading the way in making public and private travel smart, clean and green
- More people have physically active lifestyles, including through the use of open spaces
- Our streets and public spaces are valued and support the mental and physical wellbeing of residents and visitors

## 2.7 Transport and Access

# Have your say...

### Please explain your answers

- a. Where choices are needed should investment be focussed on particular modes of transport? Please rank the following modes of transport with 1 being your greatest priority for Southend and explain your answers.
- Private Car
  - Walking
  - Cycling
  - Bus
  - Train
  - Park and Ride
- b. Do you think we can improve take-up and use of low and zero carbon modes of transport in Southend? Please explain your answer.
- c. Do you think the New Local Plan could support accessibility to town and neighbourhood centres and tourism attractions? Please explain your answer.
- d. Do you agree with the principle of creating a new link road from the A127 to Shoeburyness to facilitate the development of a new neighbourhood/s to the north of Southend? Noting that its provision is only likely to be viable in combination with the delivery of a new neighbourhood/s to the north of Southend.
- i. Should the link road be integrated into the existing network from points A, B and C ([Figure 12](#)) or can you suggest another route?
  - ii. How can the link road best cater for all modes of transport (car, bus, cycle, walking)?
- e. Do you think there is a need for a 'Park and Ride' facility to serve key visitor destinations such as the airport, town centre and central seafront, if so where should this be located?
- i. Would you support priority bus measures, including dedicated bus lanes, and higher parking charges at key visitor destinations to make 'park and ride' attractive and competitive in respect to both speed and price?
- f. Should we allow residential development schemes to come forward with lower levels of off-street parking in specific areas, such as the town centre, near train stations, along frequent bus routes or where there is access to overnight public parking?

## 2.8 London Southend Airport



- 2.1 million passengers per annum (2019)
- 93% reduction in passenger numbers because of Covid Pandemic
- 3 – 5 years to recover to 2019 levels
- Potential Growth 6 – 8million passengers per annum within existing planning consent



- Planning consent required for 8 million+ passengers per annum
- Increase from 1,500 jobs to 6,600 jobs
- Drive to become a net zero carbon airport

### National Policy

Local Plans must have regard to National Policy, including the National Aviation Policy Framework<sup>1</sup>. Government supports growth in the aviation industry and the economic benefits an airport can bring to a local area are well documented. However, growth must be coupled with steps to mitigate environmental impacts such as carbon emissions, noise and air quality. The challenge for the New Local Plan is to balance the economic benefits of growth at the airport in terms of jobs created and its beneficial impact on the wider local economy, whilst setting an appropriate framework to manage the environmental impacts of airport activity in line with national policy.

### Joint Area Action Plan (JAAP)

London Southend Airport is partly within the Southend Borough boundary, but the larger part of the airport sits within Rochford District. In 2014 the two authorities jointly produced and adopted the **London Southend Airport and Environs Joint Area Action Plan (JAAP)**. The JAAP sets out proposals for management of the growth of the Airport to 2031, along with continued development of the Airport Business Park at Aviation Way, Saxon Business Park and Nestuda Way Business Park. These modern business parks focus on providing quality employment space, building on links to the Airport.

<sup>1</sup> National Aviation Framework (2013) and “The Future of UK Aviation: Making Best Use of Existing Runways” (2018)

The JAAP's shared vision for the future development of London Southend Airport and its environs is to deliver:

'An area that realises its potential as a driver for the sub-regional economy, providing significant employment opportunities and ensuring a good quality of life for its residents and workers. To achieve this, the area's assets and opportunities for employment need to be supported and developed'

Operating an Airport near a densely populated urban area has a number of challenges. These include noise, air quality and managing surface access. The JAAP includes a range of policies to complement the conditions within the planning consent, to help manage and monitor environmental impacts.

The JAAP is now nearly seven years old and in need of updating and reviewing. As the Southend New Local Plan can only apply policy provisions to its own administrative area, in liaison with Rochford District Council, the Council is considering how best the JAAP should be reviewed and updated. Possible options could be:

- a. inclusion of a high-level policy within the Southend New Local Plan, developed through co-operation with Rochford District Council, with more detail being set out in an accompanying master plan; or
- b. development of new policies for the management of the Airport at a later date, as part of a review of the JAAP, jointly with Rochford District Council; or
- c. a combination of a) and b).

Whatever option is considered the most appropriate it will need to reflect key issues including the following:

- effective management of growth of the Airport and associated facilities such as parking and hotels;
- addressing noise issues both in the immediate vicinity of the Airport, such as provision of acoustic fences; and over the urban area (especially Eastwood/Leigh);
- appropriate management of air quality in and around the airport;
- an overall Environmental Management Strategy that supports the Airport in achieving its ambition to be a zero carbon operation as soon as possible; and
- surface access management, in particular addressing impacts on the A127, nearby roads and parking and looking more widely at the role of the Airport as a "Transport Hub" for the broader area.



### Number of Flights

The JAAP and existing planning controls (09/01960/FULM) allow for 53,300 air traffic movements per annum (ATMs) at the airport, including for both commercial flights and other general aviation (mostly smaller planes; private charters; helicopters, flying school, etc). The JAAP envisaged this would facilitate no more than 2 million passengers per annum (mppa) during the plan period to 2031. However, the 2mppa was achieved through 37,000 ATMs in 2019/20. This is due to the increasing capacity of aircraft facilitated as part of the runway extension so many more passengers can now be moved per plane.

In 2019 the airport and businesses located at it supported approximately 1,500 jobs, bringing considerable economic benefits to the local economy, with a proportion of these being highly skilled. A further 2,200 jobs are supported indirectly in serving the Airport. Expansion of the Airport would increase the economic impacts; for example, if the Airport reached the capacity of the existing consent (between 6 – 8 million passengers) this would result in around 4,000 jobs, plus an estimated additional 5,000 more with links to the airport.

The Airport is developing a Masterplan that will be subject to public consultation. The Masterplan will identify the level of flights that the existing runway can accommodate; what additional physical facilities will be required and how environmental impacts such as noise can be managed. It is anticipated that expansion could lead to the creation of a significant number of jobs, with up to 6,600 employed at the Airport and a significant number of jobs linked to the Airport.

Covid 19 has had a big impact on passenger and employment numbers. One of the main operators, Easyjet, has closed its base at Southend with Ryanair to follow in November. Passenger numbers have plummeted by over 90%. Cargo flights which are controlled by the current planning consent to 10% of total movements, have continued including those operated at night. Because of the nature of the logistics industry some cargo flights are only able to operate during this period. It is anticipated it will take 3-5 years to reach pre-Covid levels of passenger movements. Employment levels will also need to recover.

Esken, formerly Stobart Aviation, are responsible for development and operations of London Southend Airport. Despite the impacts of Covid, Esken remains confident that it will see a return to its pre-Covid growth trajectory over the medium and longer term as summarised in [Table 20](#), and indeed, will see a return to high levels of passenger travel earlier than other airports as it is more reliant on the short-haul travel market.

Esken estimates that the existing 53,300 ATM limit could allow for between 6 to 8 mppa by 2031, depending on the proportion of commercial flights and size of aircraft used. The existing runway has the capacity to accommodate more flights beyond the current permission.

Esken has indicated that construction of new airport facilities would be guided by their preparation of a Masterplan which will be subject to public consultation. The Masterplan will be an important element in delivering environmental ambitions as well as economic growth. The Airport has an ambition to become zero carbon by the mid 2020's.

**Table 20: Planned and Projected Growth of the Airport**

Planned/projected growth	Air traffic movements (atm) per annum at the Airport*	Number of Passengers per annum	Estimated capacity of passengers per annum	Estimated direct jobs supported by airport operation
<b>Position at 2019/20</b>	36,979	2.15 million		1,500
<b>Planning Permission and JAAP policy provisions up to 2031</b>	53,300 planned and allowed through current planning permission		6 – 8 million**	4,000
<b>Future Masterplan</b>	Over one quarter higher than permitted levels		Depends on capacity of aircraft used	6 600

\* including commercial and general aviation (mostly smaller planes; private charters; helicopters; flying school, etc)

\*\* dependent on size of aircraft and proportion of commercial flights. Lower limit based on around 13,000 non-commercial ATMs; Upper limit based on 100% commercial ATMs. Size of commercial aircraft assumed 150 passengers.

## Land use implications

Investment in London Southend Airport has helped realise several strategic transport improvements, including the then new railway station which opened in 2011, an enhanced bus service, and new pedestrian and cycle links within that part of the town. Growth of the Airport also assisted with the case to secure government funding to improve various junction capacity along the A127. Current modal split of passengers coming to the airport is broadly 70:30 road to rail. This could be improved to 60:40 through more frequent and reliable services (particularly at weekends) on the Southend Victoria to London Liverpool Street railway line with scope for becoming a market-lead in achieving 50-50 split.

The main peak hours of airport operation are generally early morning and late evening and flows of people travelling to and from the airport run counter to main commuting patterns. In that context, growth in

passenger numbers can more easily be assimilated into rail capacity, though more frequent ‘airport’ services may be required as the airport continues to grow and encourages more people to travel by rail.

Notwithstanding, continued growth in passenger travel will also create additional car journeys and this will also lead to the need to consider additional car parking at the airport. To minimise land take these could be provided as carefully designed multi-storey facilities. All new car parking would need to be EV enabled as the UK transitions towards electric and other environmentally friendly vehicles.

“Park and Ride” provision is another sustainable option and could potentially bring wider benefits to the transport network in Southend. Any such development would require planning consent. Consideration of the transport impacts of the Airport will need to be integrated with the overall transport planning for the immediate area and more widely.

The need for the air transport industry to address its contribution to achieving zero carbon is likely to promote further innovation; e.g. in use of electric and hydrogen fuelled aircraft. This will however take time to come to fruition and most fleets are unlikely to be so equipped until towards the end of the Plan period. The Airport has committed to the Airport Carbon Accreditation programme which involves auditing the Airport's carbon footprint; identifying carbon reduction measures, working with partners and identifying an offset programme. It is anticipated that this will take 3-4 years to achieve. Reductions in carbon reflecting national standards and ambitions will also need to be incorporated in any future planning applications.

Air quality is impacted by Air Traffic movements; aircraft maintenance and also by traffic generated by the Airport. Improved air quality monitoring will be necessary at and around the Airport to ensure that the impacts of this are identified and appropriate action taken.

Overall, the New Local Plan will need to balance the economic benefits future growth of the airport will bring to the town whilst mitigating environmental impacts. It will be important that the communities most affected are able to benefit from this growth as well as seeing environmental impacts reduced.

## London Southend Airport

### What does this issue cover?

- Airport growth and implications
- Strategic and local highways issues related to surface access to airport, encouraging sustainable modes of travel, enhancing opportunities for walking and cycling and public transport
- Airport Business Park promoted for its role in bringing prosperity and job opportunities to the Borough

### What information or evidence do we need for this issue?

- Local Transport Plan 3 including monitoring
- Public Health and Air Quality statistics
- Health and Wellbeing Strategy (draft)
- Southend Air Quality Strategy
- Low Emission Strategy (2018)
- Submission from airport operators to Local Plan (2021)
- Airport Economic Study (2020)

### Related Southend 2050 Outcomes – where we want to be

- We act as a Green City with outstanding examples of energy efficient and carbon neutral buildings, streets, transport and recycling
- Working with the public transport providers to enhance and encourage the use of the existing provision moving towards a long-term aspiration to open new routes, enabling a wider accessibility to public transport options
- People have a wide choice of transport options
- We are leading the way in making public and private travel smart, clean and green

## 2.8 London Southend Airport

# Have your say...

### Please explain your answers

- a. Should the New Local Plan include high-level policies, developed through co-operation with Rochford District Council, to guide future development at the airport or should new policies be developed at a later date, as part of a review of the JAAP, jointly with Rochford District Council?
- b. Do you consider the Airport to be valuable as an economic and tourist asset to Southend providing local jobs and global connections? Please explain your answer.
- c. If the airport is to grow beyond its current planning permission (53,300 ATMS) what policies should we include to positively manage economic growth and environmental impacts such as noise, air quality and the need for carbon reduction?
- d. Do you agree that we should be planning to prioritise transport improvements to increase the amount of passengers travelling by non-car modes? Please explain your answer, letting us know what transport improvements you think we should be prioritising, and refer to **Question 2.7: Transport & Access** above concerning new link road and potential park and ride.



## 2.9 Sustainability Appraisal

Every Local Plan must also be informed and accompanied by a sustainability appraisal which is prepared in stages as the plan progresses<sup>1</sup>. A Sustainability Appraisal for this consultation stage can be viewed via the website [localplan.southend.gov.uk](http://localplan.southend.gov.uk)

The Sustainability Appraisal is an assessment of the potential significant social, environmental and economic impacts of development. It forms an integral part of the plan making process. It ensures that all policies and proposals are prepared with a view to contributing to the achievement of sustainable development. The Sustainability Appraisal is also used to assist in choosing the most sustainable plan policies and sites to take forward into the New Local Plan.

The Sustainability Appraisal includes a comparative assessment of the four spatial options presented in **Section 2.3: Providing New Homes**. This includes an assessment against 10 sustainability objectives:

- Biodiversity;
- Climate Change;
- Landscape and Historic Environment;
- Environmental Quality;
- Land, Soil and Water Resources;
- Population and Communities;
- Health and Wellbeing;
- Equality, diversity and inclusion;
- Transport and Movement; and
- Economy.

<sup>1</sup> There will be a fully independent integrated impact assessment which will include Sustainability Appraisal which assesses the potential environmental, economic and social impacts of the New Local Plan proposals. In the case of Southend, the New Local Plan must also be accompanied by a Habitats Regulation Assessment to assess the effects of the plans proposals on habitats or species on the foreshore which are designated as being of international and European importance. It will also assess potential impacts on Health and Well Being.

### 2.9 Sustainability Appraisal

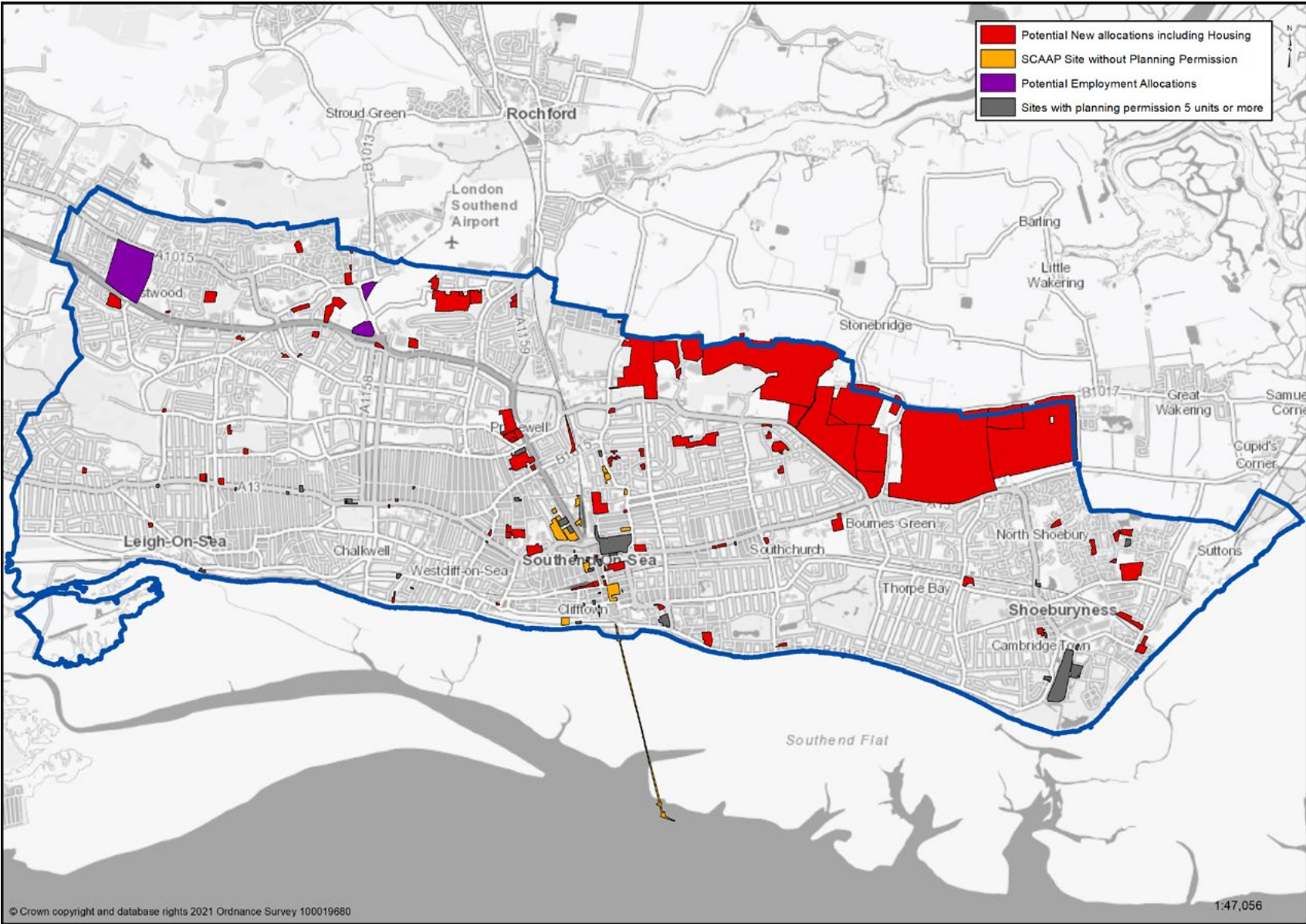
## Have your say...

### Please explain your answers

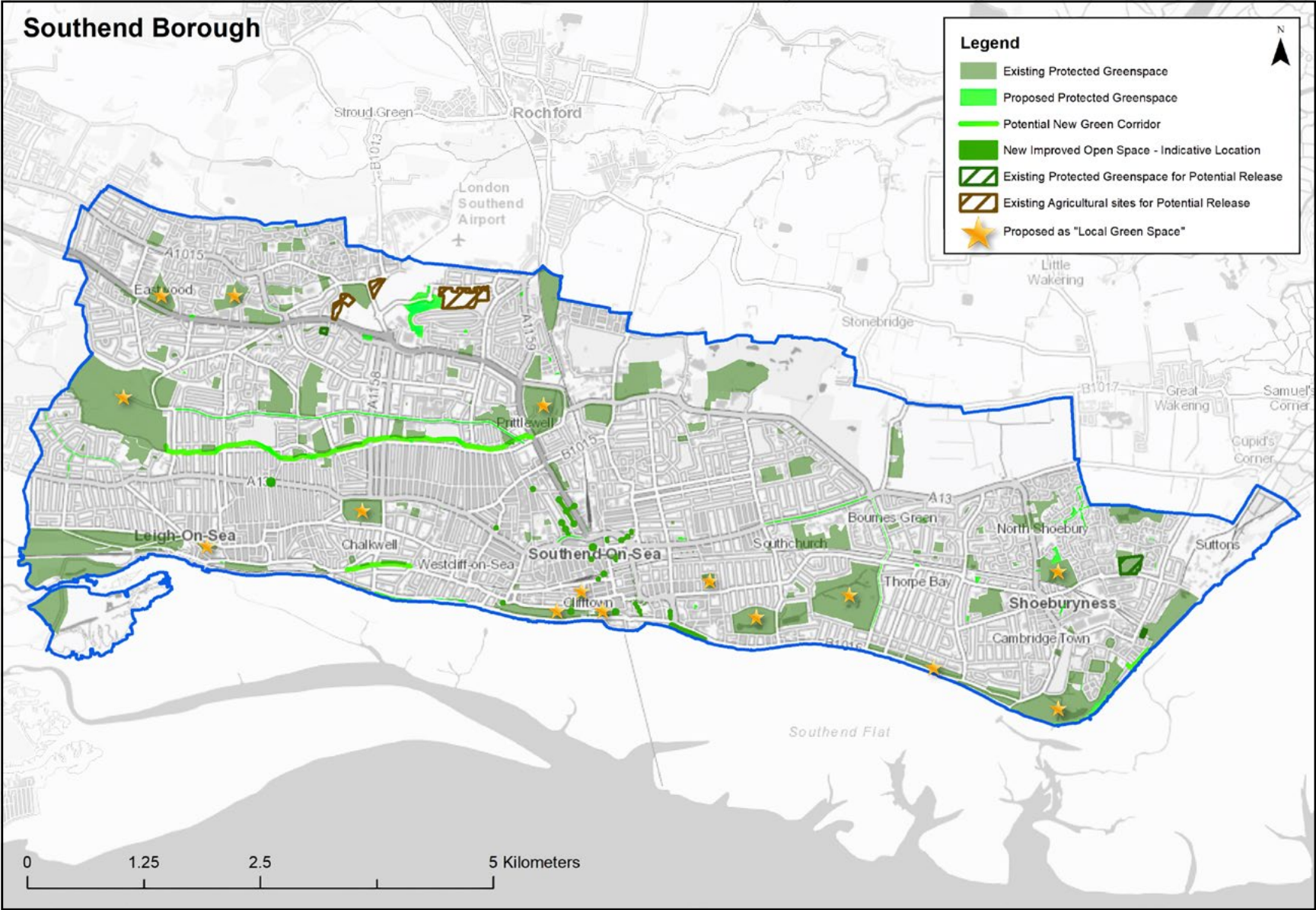
- a. Do you have any comments on the accompanying Sustainability Appraisal?



Appendix A – All new potential housing and employment sites and sites with planning permission (5 units or more)



Appendix B – Existing and proposed Protected Greenspace and potential release sites










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This document is published by Southend-on-Sea Borough Council.  
A summary can be provided in alternative formats such as Braille,  
audio-tape or in large print.

Translations of this document in alternative languages are also  
available upon request.

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